THE SURVEY

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SO THEY SAY

A sick economic system is always ready to promise saint-like conduct.—*Heywood Broun, New York.*

That tendency to stand together . . . which is the vice of so many professions.—*Walter Lippmann, New York.*

We mustn't sit back now and let either George or Franklin do it for the rest of our lives.—*Helen Cody Baker, Chicago.*

It is the general impression that the ideal of the minimum wage for men has been pretty well attained.—*New York Times editorial.*

Any religion that does not help to keep people young has something deeply the matter with it.—*The Rev. Harry Emerson Fosdick, New York.*

The birth and mortality rates of "plans" are beyond the present power of a sociological actuary.—*Evelyn C. Brooks and Lee M. Brooks in Social Forces.*

Now that fact-finding commissions have apparently gone out, an era of fact-facing seems to have come in.—*Bart Andress, Brooklyn Bureau of Charities.*

Crises of social change will weed out the unfit, but they mow down a lot of the fittest by sheer accident.—*Prof. Thomas D. Eliot, Northwestern University.*

A million dollars in gold by itself will not produce one copper penny. Put a hen on it and it will not hatch. Water it and it will not grow.—*Henry Ford, Detroit.*

It costs the state of New York as much to send a man to prison as it costs a father to send his son to college.—*Bernard J. Fagan, New York State parole commissioner.*

For Beauty's sake women would have turned over a new leaf long ago if the mirror reflected spirit as well as matter.—*Susie Lyons, The Union Poorhouse, Jamaica, B. W. I.*

It just seems inconceivable that conditions can ever right themselves enough to have prosperous conditions in the country again.—*Daniel Webster, Detroit speech, July 1837.*

The descendants of the frontiersmen have been slow to learn that democracy is not necessarily a synonym of vulgarity and provincialism.—*Roscoe Pound, Harvard Law School.*

Living through what someone has called "a snatch of history" has its difficulties but while the actors are so gallant it has its compensations too.—*Natalie W. Linderholm, Family Welfare Society, Boston.*

The most superficial glance back into history will prove that more social disorders have been prevented by common sense with bread than have ever been put down by desperation with bayonets. —*Ellen Glasgow, Virginia, in The Nation.*

In this depression those with soft, cruel hearts are giving a great deal to feed and clothe men, women and children who are made destitute by the business system which the donors themselves make no effort to change.—*George Soule, New York.*

The people who have children must eventually become as actively interested in saving for them a good quality of education as the people who have only dollars are interested in saving their cash.—*C. E. Turner, Massachusetts Institute of Technology.*

If our unemployed workers were suddenly set down empty-handed in an undeveloped but fertile continent they would not starve but would immediately proceed to organize the work of providing for their own wants.—*Prof. Frank D. Graham, Princeton University, in The Abolition of Unemployment.*

A requirement that the applicant for admission to the freshman class must write in a good legible hand a three-hundred-word letter couched in correct idiomatic English would, if honestly enforced, depopulate the colleges of the country.—*Henry S. Pritchett, president-emeritus, Carnegie Foundation for the Advancement of Teaching.*

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Keystone View Company

Young men as well as forests will be conserved in the government's emergency work program now getting under way all over the country. These boys with grub axes and bags of seedling trees are part of a contingent already at work replanting a burnt-over area in the Columbia National Forest in Washington

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THE SURVEY

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A New Relief Deal

By JOANNA C. COLCORD
Director Charity Organization Department, Russell Sage Foundation

"GET thee up unto the top of Pisgah" the prophet of old was directed, "and lift up thine eyes westward and northward and southward and eastward and behold with thine eyes." We moderns claim no prophetic powers; but the need to get away from the levels encumbered with a mass of detail, and reach a point from which may be seen a wider stretch of the landscape, behind us as well as before, is one that presses upon us all.

If the federal relief bill now pending in Congress is enacted into law, some individual in these United States will shortly find himself with the crushing burden laid upon him of administering single-handed the enormous sum of half-a-billion dollars. His will be the decision as to what parts of the country shall receive grants, in what amount, and whether on the matching principle, or free of local obligation. His to say what standards of administration will be accepted; and for what prescribed purposes, within the wide area of relief of distress, the funds shall be spent. To him the millions of his fellow-countrymen will look who have no means of earning their own livelihood; on him will the duty primarily rest of seeing that they meet no avoidable suffering. It is a tremendous, a challenging, an appalling responsibility for one person to face. Our administrator-to-be will surely need a "Pisgah-sight," as Browning puts it, before he maps out the course we are to follow.

In 1932—to look no further back toward the retreating horizon—unemployment as estimated monthly by the American Federation of Labor increased from 10,304,000 in January to 11,969,000 in December. There was spent during the year $500,000,000 for relief and its administration, according to the estimate made by the Statistical Department of the Russell Sage Foundation. For the first seven months, this came entirely from state and local funds; during the last five, approximately $83,500,000 was spent from federal funds allotted by the Reconstruction Finance Corporation to thirty-six states. (A total of $112,000,000 was allotted, but this covered grants for January and in some cases, February needs.) Seven states made available a total of possibly $100,000,000 to $110,000,000, but how much of this was actually spent in 1932 is difficult to determine. The balance, whatever it may have been, came from local funds, both public and private.

The early months of 1932 saw the Social Work Conference on Federal Action on Unemployment joining hands with a group of liberal members of Congress in what was apparently a losing battle at Washington for federal aid. Local communities, in all but five states, were bearing the entire burden as best they might. The large sums privately raised in a few great cities to supplement the regular campaigns of the private agencies were approaching exhaustion. Community chests could not increase receipts to cover the deficiency. Tax funds locally raised were being threatened by increasing tax-delinquencies; bankers were increasingly coy toward the flotation of municipal and county bond issues, even where legal limits of bonded indebtedness had not already been reached. Only one state—California—had developed any program for the care of non-resident homeless men, and this hopeful beginning had to be discontinued for lack of funds in the spring. Communities which had pinned their faith to huge work-relief programs saw the end of them in sight; and as spring came on, the emphasis was in some communities transferred to subsistence gardens for the unemployed, since relief funds were less and less available. No one dared formulate what the next winter had in store; when overwhelmed by the mounting evidences of need, Congress at its last gasp in July passed the Emergency Relief Act, and made available a loan fund of $300,000,000 for relief.

When the act came into operation, but six states had state relief commissions functioning in a supervisory relation to local units of relief administration. A hastily assembled handful of people experienced in community

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organization was charged with the duty of supervising, under the terms of the act, the expenditures made by state governments.

The act contained many major defects. It made the administration of relief a subsidiary interest of a financial corporation, dealing in billions in other directions. Its relief to states was extended in the form of interest-bearing loans, collectable from later grants to states for highway construction. It permitted the federal government to make loans directly to municipalities and counties. (This provision was so unworkable that it soon fell into disuse, however.) It contained no specific authority to advance monies to states to cover the costs of administration, nor did it provide specifically for the army of homeless families and individuals traveling to nowhere on the railroads and highways. (In practice, the RFC has stretched a point and permitted the fund to be drawn upon in some instances for both these purposes.)

The Emergency Relief Division of the RFC was directed to require information from governors before recommending loans. But even this proved difficult, or in one case impossible, to secure in the early months. The anomaly of the loan provision became apparent when pressure was exerted upon the states as to their methods of administration. The federal government was giving nothing; it was lending money at a low rate. Therefore, the money the states were spending was their own, and theirs the decision how it should be spent, without having to take the "pauper's oath"—so the reasoning ran, when the RFC attempted to bring pressure on certain states to exhaust their own resources before applying for a loan. The only control, in effect, which the RFC could exercise, was the coercion of the banker, who can make or withhold a loan according to whether he approves or does not approve the conditions offered by the borrower. Anything beyond that was a matter of tactful suggestion on the part of the field staff and goodwill on the part of governors and legislatures.

A governor who was socially-minded and took his responsibility seriously was generally glad of all the suggestions that could be offered, and tried to act upon them. In this way, over twenty states were enabled to set up state relief organizations, under qualified personnel, and give each county, if not ideal supervision, at least far better than they had ever known before. The first of these was Louisiana, which, through the initiative of New Orleans citizens, had a state commission in operation on July 29.

BUT in other states, a legislature which refused, even where the governor was amenable, to meet the stipulations of the RFC, was likely to prove a stumbling-block to complete cooperation; and in others, the determination to make relief follow the use of other public funds into the channels of political patronage has raised its sinister head, creating conditions difficult to cope with, for a federal body without any real authority except to withhold funds.

The continuity and sound development of state programs has been hampered by the determination of the RFC not to make loans or give assurances that they would be forthcoming for more than a month or two in advance. Crisis after crisis has supervened; and again and again, the dependent unemployed of large cities and even states have suffered the keenest anxiety until the last moment of safety had been reached, as to whether their relief would have to be suspended. In one city, funds sufficient for a bare minimum for four weeks had to be stretched to five, with resultant protests and disorders, which called forth a celebrated editorial in a local paper, denying that relief was a civic right which unemployed citizens might claim, and insisting that it was extended to them only by grace or favor of the taxpayers.

Loans have been applied for with the frank statement, made in the public press, "Our people are going to be taxed to pay for these federal funds—we might as well get our share of them." This is tantamount to saying that the loans are only disguised gifts, which will never be repaid; and this conception is frequently expressed in private conversation. Because repayment was to be made out of highway grants, several governors have insisted that the loaned funds be spent on road construction, and have denied the use of them for direct relief in the larger cities. One excellent state program has been hampered by legislation put through over the protests of the state relief committee confining the appointment of relief directors to resident voters of the state.

A peculiar difficulty has arisen in those parts of the country where "share-cropping" is the rule. According to the accepted custom, the owner of the land advances money or food over the winter to keep his laborers on the land, and the debt is liquidated when the next season's crop is marketed. Under the impact of available federal funds, this whole system—which, whether good or bad, is an accepted folkway to which both parties had become adjusted—has

Federal Relief

THE 1932 ACT	THE 1933 BILL
AMOUNT	AMOUNT
$300,000,000	$500,000,000
DISTRIBUTION	DISTRIBUTION
Interest-bearing loans to states or political subdivisions, or advances on future grants-in-aid for roads, on governor's certification of need and of exhaustion of local resources.	About half of sum in grants to states before October 1 on matching basis of one federal to every three local and state relief dollars. Balance in outright grants at discretion of administrator.
LIMIT	LIMIT
Fifteen percent ($45,000,000) of total amount to any one state.	Fifteen percent ($75,000,000) of total amount to any one state.
ADMINISTRATION	ADMINISTRATION
Authority for making loans vested in Reconstruction Finance Corporation. Responsibility for local administration vested in governors.	Full authority for grants vested in federal relief administrator appointed by the President. Responsibility for local administration remains with the states.
	NEW POWERS
	Administrator may make grants to states for care of transients and to aid cooperative self-help associations for the barter of goods and services. Accounting on a quarterly basis permits planning three months ahead.

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broken down; and in some counties as high as 85 percent of the population is being fed from funds received from the government. The Asheville, N. C., Times comments editorially on the situation in some parts of the South:

> We have always had in the southern states a considerable population which at certain seasons of the year is more or less idle. There is not much stirring on a cotton farm, for example, in January and February.
>
> It is true that times have been desperately hard on the land as well as in the towns during the past year. The cotton crop of this state sold last year, we believe, for about $16,000,000 as against a normal three or four years ago of $75,000,000 to $80,000,000.
>
> But the thought persists that on the soil most persons who live there should as a general proposition be able at least to live. . . .

The remedy which is being desperately applied by some state relief commissions is to require the planting of subsistence gardens, by people who have never grown their own food, but tended only one crop in successive seasons. "No garden—no relief" is the slogan, directed as much to the land-owner as to his tenants.

BUT the wonder is not that relief on this grand scale has been in some sections poorly administered—the wonder rather is that such progress has been made, by a people who on the whole and over large areas have had so little experience with relief and hold such archaic notions as to how it should be administered. That politics and patronage have crept into the distribution of public funds is not so remarkable, in the American scene, as that they should so frequently have been kept out.

So much for the region just traversed. If our administrator-to-be turns his eyes to the landscape immediately around him, he will find little to help him in estimating the probable demands upon him for many months in advance. So many unknown elements exist in the financial and industrial field as to make accurate forecasting impossible. Emma T. Winslow, writing in the Social Service Review for March 1933 says that:

> Relief agencies in 108 cities and city areas of 50,000 or more population spent approximately $299,000,000 for relief during 1932 as compared with about $168,000,000 in 1931, an increase of 78 percent. . . . The total expended from public funds was about $245,000,000 in 1932 as compared with $120,000,000 in 1931, a rise of nearly 105 percent. Expenditures from private funds were about $54,000,000 in 1932, approximately 12 percent above the 1931 expenditure of $48,000,000. In 1932 public funds financed 82 percent of the total expended for relief; in 1931, 71 percent.

Allen T. Burns of the Association of Community Chests and Councils has said:

> Relief reports show that on the average in each of the last three years the relief load of the country has doubled over the preceding year. While it is hazardous to predict the same rate of increase for 1933 there is no question that the increase for this coming year over 1932 will be as great in amount as 1932 was over 1931. The increased exhaustion of resources of the unemployed is what makes such an increase in relief inescapable.

Fred C. Croxton testified before the Senate Committee on Manufactures on January 9, that in the states or parts of states then covered by Federal relief loans "almost exactly 80 percent of the relief money is coming from the RFC now."

All these official statements, put together, make it obvious that if present trends continue, the half billion appropriation will not suffice for a single year.

He will see that all but four states have now some form of statewide relief organization, more or less effectively developed; and that social workers of training, experience and good professional standards have been brought into positions of influence in more than half of them. The stage is set for a rapid development of sound relief practices.

He will see the private social agencies enabled by the taking over of the relief function by public agencies, to return to their proper task, which is not mass-relief to the unemployed. He will take note of the interesting cooperative plans between public and private agencies, described elsewhere in this issue, which are rapidly replacing the isolation of the past.

He will know that a step has been made, by other divisions of the federal government, toward assuming the care of men with no settled place of residence; and that the "reforestation plan" is capable of further expansion.

He will be aware that the realization has dawned on the country at last that what we are undergoing is neither "temporary" nor an "emergency," and that the wreckage of the depression will remain to be dealt with as constructively as possible after the wheels of industry turn again.

And he will operate under a law that implements his work better, both as to financial resources and the powers and responsibilities conveyed upon him, than did the 1932 act. He will be able to approach state governments with a stronger case as to standards, since he has outright gifts, and not loans, to offer them.

WE do not know what he will see when he turns to look ahead. We can only say what we hope he will be able to look back upon when he mounts another Pisgah two years hence.

First. An opportunity firmly grasped to oust from relief administration everything that savors of self-interest or political favoritism.

Second. The development of a body of public servants in our state and local governments equal in training, personal integrity and vision to the task in hand.

Third. A use of national credit in such a way as to stimulate and not check local and state appropriations and responsibility.

Fourth. Adequate relief standards, not only for our large cities but for rural and semi-rural regions as well, combined with the fostering of home gardening and other self-help and cooperative programs among the unemployed.

Fifth. An increase of awareness on the part of the public that relief is with us for a long time; that it is not just anybody's job, but demands to be planned and directed by people with expert qualifications; and that it is a social duty carrying no stigma to those whom it helps.

Sixth. The emergence of a program of permanent care for those dislodged from, or rendered permanently unfitted for, an increasingly complex industrial life.

Seventh. The replacement of the relief function by more constructive measures against unemployment and the losses due to unemployment before large scale federal relief shall have become a habit from which we no longer seek to free ourselves.

We passionately wish him success, we social workers, in leading us out of this morass in which we are bogged down; and we hope to be permitted to help to the utmost of our abilities in finding the way to the Promised Land.

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What Price the Power of the Food Order?

By GERTRUDE SPRINGER

What shall the untrained relief investigator do when she observes in homes such situations as:

The family on relief that she "catches" filing into the movie theater?

The girl in the family who blossoms out with a new permanent wave?

The family that, at the morning call, was in rags and despair, and is all dressed up and going to a party when she returns at night with a food order?

The family that supports a man-sized dog?

"I SAW them with my own eyes, Miss Bailey, every last one of them, from Mr. Zimmerman down, filing into the movies." Miss Bailey drew lop-sided flowerpots on her memo pad as she listened to the excited voice on the telephone. "They're one of my best families. I visit them every week. I just happened to be passing the movie—they didn't see me. I'm in a drug-store now. I wouldn't have believed they'd lie to me about not having any money. What had I better do?"

"Did they really lie or did they just not tell you, and what had you thought of doing?" Miss Bailey fingered the Z's in the card file on her desk and drew out the short and simple annals of the Zimmerman family. Mechanic, two years unemployed; mother, occasional cleaning jobs; four young children; no resources; weekly grocery order. "No-o-o," judicially, "I don't believe I'd wait for them to come out. Those shows run two hours don't they? Suppose you just go on with your work and we'll talk it over tomorrow. Oh, by the way, your friend Miss Thompson left a message. Someone gave her seats for the McCormick concert tonight and you are to call her up if you can go. Yes, it certainly is nice. Enjoy yourself."

"And I hope some big hard-boiled taxpayer doesn't catch a fifteen-dollar-a-week city investigator sitting in a five-dollar concert seat," she added grimly after the receiver was safely up.

But the Zimmermans refused to stay in that compartment of Miss Bailey's mind reserved for tomorrow's troubles. Again she looked at the card. In six months the welfare had paid their rent just once, yet no one was disturbed because they kept a roof over their heads. They still seemed to have gas for cooking though the welfare paid no gas bills. "It's just pleasure they mustn't be resourceful about," she mused.

It is often startling to an inexperienced investigator to discover that "the poor" still have a taste for pleasure and a considerable resourcefulness in finding it for themselves. Pre-depression case work, aware of the uses of recreation in sustaining family morale, encouraged initiative in simple pleasure-seeking and counted an occasional movie as a necessary family expenditure. But shrinking funds and lengthening relief rolls have pruned away every expenditure not necessary to bare subsistence while the pressure for economy has spread public disapproval over even the appearance of indulgence. Hence a fifteen-cent movie becomes a major luxury, a hair wave an evidence of deceit and the family dog a suspicious character.

"Our new workers," said the head of a small-city public-welfare department with a long private-agency experience behind her, "represent pretty definitely our community thinking, set in the old pattern of poor relief unadjusted to the present situation and to the kind of people who now come to us for help. At first they lean heavily on policies and want rules for everything. But as they become aware of how rarely rules fit individual cases they fall into confusion, afraid to give relief, afraid to withhold it, wanting to be kind but mistrusting their own judgments. Their next stage is, it seems to me, a reflection of the quality of their agency. I believe that new workers take on the character of the agency and the attitude of their supervisors. We can never transmit to them attitudes we do not have ourselves. If the new worker feels in the organization a warm and friendly interest in clients, tolerance and sympathy for people in trouble, she is pretty likely to feel the same way.

"BUT the necessity for economy in the use of funds is so emphasized that it is small wonder that new workers get the idea that ability to keep relief down is the major criterion of performance. The lowest relief—the best worker. This makes a worker afraid to recognize the full needs of families and to take cognizance of differing elements in differing situations. Somehow or other we have to help workers to face these needs frankly with their families even though we cannot meet them all.

"Ordinarily our petty tyrannies arise from fear or ignorance or both. The worker who is herself uncertain of agency backing is likely to reflect that insecurity by panicky and arbitrary dealings with her families. Here we get back to the supervisor and the need for a full measure of reassurance and backing from her. The supervisor should carry in her kit a sense of humor, a light touch and an ability to understand why a permanent wave might seem to a girl more useful in getting her where she wants to go than a payment on the rent. And of course friends will sometimes give a girl the price of a permanent when they won't pay the rent, and I have even heard of practice permanents, though I have never had one. At least the girl's version of how she got it is entitled to credence until other and more definite signs of opulence show themselves to our weather eye. If the first investigation was right in establishing the family's need for relief, a stray permanent, unsupported by other evidence of affluence, seems unimportant in relation to the whole situation and nothing to make into an issue.

"Of course we have our troubles about movies. I remember a flurry over a family that went regularly once a week, all eight of them, and were as regularly reported to this office by jealous neighbors. We were morally certain that

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the family had no hidden income of $1.20 a week for movies or anything else. The worker's most tactful approaches to the subject were met by complete reticence. Finally she went to the movie herself on the family's regular night and waited near the entrance. Sure enough, here they came, with bright and shining faces. She took a nearby seat, waved a cheerful greeting and at the end of the picture went out with them, chatting about the glamorous heroine. At her next visit to the home the story came out. The father had made a dicker with the theater management for three hours work a week in exchange for the family admission. Fearful of losing the privilege to competitive neighbors, he had sworn the whole family to secrecy.

"Of course it doesn't always turn out that way. Another of our families, seemingly without resources, were such inveterate movie-goers that we finally told them we should have to make a reinvestigation. Among other things, we discovered that the father was not only a relative of the house-manager but that the manager actually owed him money on an old debt and was paying it off with free tickets. In both cases a knowledge of facts was the answer; in the one the facts showed the movie indulgence entirely justified and the reticence warranted, in the other the facts showed up natural resources which automatically removed the family from the relief rolls. Facts, all the facts, are the only foundation for fairness in relief administration."

Fantastic as it may seem in a big city, dogs are a real problem to small-town relief workers. In a Massachusetts town the public-welfare director issued a formal order that the unemployed receiving city aid must choose between their dogs and their weekly checks. "We've found that many dogs eat as much as a child, and the bigger dogs eat more than a child."

"We don't go as far as that," commented a worker in a Pennsylvania mining town, "but we do try to persuade our families to give up all but one dog. Occasionally when dogs outnumber the members of the family we exert pressure, but I suspect that we only encourage a sort of dog bootlegging. The total dog population does not seem to decrease. We don't set up a special item in the budget for the dog but generally we regard him as one of the family, taking his chances along with the rest and perhaps doing a little backdoor panhandling on his own account. I can think of no quicker way to lose the confidence of a family and to invite deceit than to use the power of the food order to force it to give up its pet, regardless of the size of his appetite."

In the old days minor indulgences for families on relief were no problem to a case worker, public or private. She used them now and then for her own purposes—a night at the movies for family solidarity, the makings of a modest party dress for youthful feminine morale. But with unemployment bringing to public relief thousands of families as habituated to movies and to silk stockings as to bread and butter, the whole matter takes on complications which call for a large degree of patience and understanding.

"Workers who come to us without any very wide experience outside their own circle are often amazed and a little shocked to find that the unemployed do not put in all their time being miserable," said the supervisor of a city relief district. "We old-timers have learned the enormous resourcefulness and resilience of people and we marvel and rejoice at the courage that will dress up for a party in the few decent clothes saved from the wreck of the past. Any spark of gay spirit that these people have preserved through the troubles and defeats they have undergone should, it seems to me, be blown on and not trampled out. To use the power of the food order to discourage normal sociability and pride in personal appearance is to beat down the family in its struggle to maintain its own standards.

"One of our visitors came in at the end of her first day in the district to report that a certain woman on relief was washing her curtains.

" 'We only allow her one bar of soap a week,' she said, 'I told her she didn't have to use it up on the curtains, in fact she didn't have to have curtains at all.' "

" 'Was the woman herself dirty?' I asked. 'Were the children dirty? If she had taken down the curtains or left them dirty would the family have needed less food? No? Then why not let her have clean curtains if she can manage it all on one bar of soap? Pretty smart of her it seems to me.'

"Another young visitor was scandalized when one evening she found a girl starting to a party in a pink chiffon dress 'every bit as good as one I have myself.' The girl's uncertain earnings of two or three dollars a week were the last vestige of income for a family of seven. The dress, it turned out, had survived from the days when the family income was seventy dollars a week, twelve of which the girl earned. If, burdened and discouraged as she was, she could find any release in dressing up in her old finery, more power to her. Certainly it did not change the family situation."

Supervisors with a full measure of current experience say that dictatorial, censorious attitudes on the part of visitors toward small indulgences by families that have hitherto made their own choices in life inevitably result in a contest of wills and wits in which the visitor, even armed with a grocery order, is the fore-ordained loser. A good worker will discuss with the family its own strategy and luck in getting these things for itself. She will not accept a permanent wave or an occasional movie spree as sufficient evidence to overturn her initial judgment on the family's need for help. If the luck seems too recurrent or the strategy a little too good to be true, a new investigation is indicated with the family told frankly why it is made.

"The worker who travels along with her families treating them not with the blanket formula, 'It's against the rules,' but with the candid explanations due to reasonable people, will seldom need to resort to an ultimatum or to use the food order as a club to knock out the few remaining personal choices that unemployment has left to its victims."

THE day-by-day experience of emergency relief workers has been drawn on for a series of articles of which this is the third. The questions are bona fide, brought to their supervisors by new workers without extensive training. The discussion is from supervisors who must, under the pressure of mounting caseloads, develop in recruits the capacity to deal frankly with families in distress and to make fair and discriminating decisions. Earlier articles have been, When Your Client Has a Car, and Are Relief Workers Policemen? The next, How We Behave in Other Peoples' Houses, will appear in an early issue of the Survey.

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Deflation Where Is Thy Sting?

Detroit Social Workers Conspire to Pull Themselves Up by Their Bootstraps

By WILLIAM J. NORTON
Executive Vice-President Children's Fund of Michigan

JUST after noon on Saturday, February 11, Sarah Jones, social worker in Detroit, cleared her desk, reached for a telephone and called her friend to make a date for the theater. She was well content. A great depression lay like a pall across the continent, but she had long since grown used to that. It had brought a lower salary and increased the burden of her work. Her budget had been adjusted to the cut and she was steadily rolling up a savings account against future contingencies. The added work was to her liking. Crazy world, in which the need for her services should be most pronounced when the fortunes of many who had been better off than she had crumbled! Two and a half days rest lay ahead this Saturday afternoon, followed by Sunday and Monday, the thirteenth, which would be celebrated as Lincoln's Birthday.

Sarah looked in her pocketbook and was surprised to find less cash than she thought was there. She looked at her watch. The bank was closed for the day. Oh well! She would spend what she had and early Tuesday go to the bank and draw more cash. Her money, she thought with satisfaction, was in the First National Bank. Someone had said it was the largest bank between New York and Chicago and everyone said it was so strong that it could weather any storm. Thinking of banks and with a few minutes to spare before her date at the theater, Sarah wrote some checks to pay her January bills. She mailed the checks, glad in the knowledge the debts were out of the way and went blithely to enjoy the brief vacation.

While Sarah rested in the theater, her mind absorbed by the illusions created by the folks on the stage, a handful of harried men sat about a polished table in a luxurious downtown office, unwilling actors in the prelude of a real drama about to be propelled upon the stage of public affairs, a giant tragedy that would engulf almost every family in Greater Detroit. The Union-Guardian Trust Company, an old and respected financial institution, had come to the end of its rope. Its investments were frozen. Relentlessly, day by day over a long period, withdrawals of money had sapped its cash reserves. Last minute efforts to save it had proved futile, and these men, representing the group-banking holding corporation to which the trust company belonged, fearing the hurricane that might break over the other banks in their chain when the news got abroad, were struggling desperately to localize the destruction.

Members of the clearing-house were summoned to a hurry-up conference. Clearly the gentlemen in charge of the other banks had been ignorant of the conditions of the trust company. Panic seized them as they visioned runs on all Michigan financial institutions weakened by the long strain. A frantic call for the governor to rush from Lansing to attend a midnight session. Importunate demands that he declare a ten-day bank holiday for all banks in the state. A cabinet member, U. S. Treasury officials, and bankers from New York, Chicago and Pittsburgh hurrying to Detroit. The largest depositors routed out of bed for hasty consultation. Lengthy telephone talks with the President of the United States. Meeting upon meeting.

Such were the beginnings of the real and mighty drama hidden from the eyes of trusting, innocent Sarah Jones. As she started for work Tuesday morning, February 14, the unusual clamor of the newsboys attracted her attention. They were shouting extras and the word "Bank" in glaring headlines attracted her. She bought a paper and read with a shock that all the banks in the state had been closed. She had only cash enough in her bag for a couple of days. Practically all her money was in the First National Bank. What did it mean? What should she do?

Hurrying to the office, she found her associates talking excitedly in little knots. They knew no more than she. The chief was in baffled ignorance. Upstairs in the Community Fund offices they knew nothing although it was evident they were worried. She learned that the Fund had $554,000 —all the cash it possessed—in the closed banks. That was bad news for her and all her associates. Sarah read the governor's proclamation again and the newspaper story very carefully. These were reassuring. The condition was only temporary, they said.

THEN a strange thing happened. She laughed. It occurred to her that she wasn't in this thing alone. All the other workers were in it. All Detroiters, all Michiganders were in it. All were companions together in some sort of strange emergency, and in companionship was strength. Sarah felt exhilarated. She was one of a great membership, each of whom was face to face with the same crisis. She would go on with her work and await eventualities. Her work was first anyway. Her money was important, but if she couldn't get it, she couldn't get it. Neither could anyone else get theirs. So that was that. She realized that she loved her work for its own sake. So she put banks and money out of her mind and knuckled down to the day's routine.

The thing that happened to Sarah Jones happened to hundreds of thousands of Detroiters. At first they were shocked. Then they grinned. Next they proceeded calmly and good-naturedly about the ordinary affairs of life. Stuck? Yes. Everyone else was stuck, even the bankers, who seemed to be trimmed worst of all. They husbanded what little cash they had, shared it with one another, cut their expenses to the bone, cracked jokes at the expense of their fellow-townsmen in the banks, and went to work. Teachers taught school, policemen pounded their beats, doctors treated their patients, lawyers looked after their clients, stenographers banged their typewriters. There was nothing else for it. The money of 800,000 totally unsuspecting depositors was tied up in two giant banks, the First National and the Guardian National Bank of Commerce, that had emerged from consolidations of something like twenty smaller institutions a few years ago. Only two small commercial banks had resisted the urge.

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Days passed. Plan after plan for reopening was announced as a completed fact. Each time the balloon of public expectation swelled, only to collapse because of some impracticability in the plan not made public. In due time, two 5 percent releases were made of the impounded deposits. Finally the federal government and General Motors created a new bank which promises to buy the "liquid assets" of the two old ones and make a further distribution of deposits, once announced as 50 percent, then as 40, and again as 30. Detroit still waits expectantly for these crumbs and goes about its work. Nearly two months have elapsed and the only money anyone has seen comes from the small independent banks that were permitted to reopen, from outside the city, and from the 10 percent of deposits hitherto released.

WHAT of social work? Fortunately, by far the major portion of relief work is centered in the city Department of Public Welfare, and that is largely financed just now by funds from the federal government. Thus no one starves. All private agencies are desperately hard hit. None escaped. All have most of their surplus funds in the closed banks or trust companies. They reacted in the same fashion as all the other corporations. First, they proceeded without money, waiting for the moratorium to be lifted. Then, as realization of the seriousness of the situation dawned, they cut budgets drastically, dropped departments, put the remaining workers on a subsistence wage, and dug in to let the storm blow.

Sarah Jones who mailed her checks February 14 to pay her January bills received them all back with polite notes that they were drawn on a closed bank. This was old news to Sarah. And would she please adjust the matter? This brought to her the pleasant knowledge that she not only had no visible means of support but she was also in debt. She received word from the chief that the agency would pay her salary in full for February if, when and as it got the money. That was good news. Along with this notification was another that after March 1 the agency abrogated all agreements with her. It would like to have her stay but it could make no promises of future compensation until the confused situation began to clear itself.

Sarah's friends were all in the lurch. So were her clients. She didn't like the idea of quitting. So she staid on the job. She used her cash, and when she was flat broke, the agency for which she worked began to feed her out seven dollars a week to apply on board and lodging. Those two 5 percent "dividends" released by the bank helped. Her credit was good and no one pressed her for more than she could pay. Shortly the agency was able to do a little better by her so that she could meet minimum living costs. Sarah worried a little, but not too much, and kept right on sawing wood.

The Community Fund, which supplies Sarah's agency and nearly all of the other private agencies with their gift money, acted promptly when the banks closed. It conducts its campaign in the fall. Its fiscal year begins with the calendar year. A hiatus thus exists between pledging time and the beginning of spending time which permits the Fund to go into the early months of each year with a large cash surplus. Usually this is invested in readily marketable securities thereby adding an interest earning to the Fund. But this year, because of the condition of the securities market, the money was kept in the banks, the banks that were closed and are still closed.

January's allotment of $250,000 had been distributed as usual. February's allotment was to have been distributed about the fifteenth out of the bank balances of $540,000, a distribution which, of course, did not take place. As soon as it became evident that the Detroit bank collapse was no temporary affair, the board of directors of the Community Fund, the board of the Council of Social Agencies and the Central Budget Committee united in creating an Emergency Committee of ten, to which was assigned all the powers and prerogatives of the governing groups for the period of the emergency. Five of this Committee are executives of social agencies and five are board members. A meeting of presidents and executives ratified this action.

The Committee went into action. Decisions were made that February payments of previously budgeted allowances to all agencies would be the first claim on funds taken in; that workers who were laid off would be paid in full at the old rates to March 15; and that all other commitments made in the past were abrogated. Next, it was decided that in the immediate future, relief, child-caring and health agencies dealing with the helpless, and old-folks' homes would be preferred in receiving funds for the remainder of the year; that agencies whose main sources of revenue originated outside the Community Fund would be asked to adjust themselves promptly so as to get along with only a minimum or nothing from the Fund; that agencies not in the preferred groups but chiefly dependent on the Fund for support would be skeletonized; and if this was not practicable that they would be placed in suspense until the situation cleared.

A few consolidations were hurriedly arranged. The Community Fund staff itself was skeletonized to the bare requirements needed to receive, account for and distribute money. Every item of overhead that could be challenged as having even the appearance of luxury in a time of disaster was wiped out.

Segments of the campaign organization were resuscitated and an earnest effort was made to collect on unpaid pledges. The stricken citizens responded handsomely. More than two hundred thousand dollars had been collected up to April 8. The 10 percent paid by the banks also helped.

A few workers living elsewhere who wanted to go home were given transportation. Those who remained received seven dollars a week for a time unless their circumstances demanded more in which event they received what they needed. Later February compensation was paid in full. Later yet one-half of March compensation was paid. A housing committee arranged for mass housing. No one availed themselves of this privilege. A few people did move into the settlements and others doubled up in their lodgings.

IN the meantime, agency budgets have been radically reorganized. As the picture unfolds itself, it looks as if about 60 percent of the private social work of Detroit can be carried through the year. Staffs will be smaller. Pay will be drastically less. But Sarah Jones and her fellow social workers in Detroit have no intention of abandoning the work they have built up with such labor and care. Pay is important, but the need of their clients is more important.

Kurt Peiser, recently come from a comfortable berth in Cincinnati to head the harried Jewish Welfare Federation in Detroit, summed it up when in turning down a flattering offer to go elsewhere he said: "I would rather be working in Detroit during these great days than anywhere else in the world."

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Building Men—Growing Trees

Emergency Conservation Work Blazes New Trails

By ARTHUR DUNHAM
Public Charities Association of Pennsylvania

"We want to build men as well as trees!"

THE scene is the office of Secretary of Labor Frances Perkins. The audience is a group of emergency relief representatives from a dozen states. The speaker is W. Frank Persons, loaned by the American Public Welfare Association to represent the U. S. Department of Labor in the selection of 250,000 American men to march into the forests in a collective adventure new to America.

It was on March 31, less than four weeks after his inauguration, that President Roosevelt approved the act establishing emergency conservation work. Five days later he appointed Robert Fechner, a leader from the field of labor in Massachusetts, to act as director of emergency conservation work with an advisory council representing the War, Interior, Agriculture and Labor Departments. Less than a week later, the outlines of the plan had emerged, eligibility requirements had been determined and a series of conferences of state relief directors had begun.

Let us return to our meeting. Major R. Y. Stuart, chief forester of the United States, is talking about how the forests are entwined with the very life of the Nation; what is needed to safeguard and conserve them; how a conservation program of many years may be telescoped into a few months with the aid of 250,000 men scattered through twelve hundred forest camps and working in the forests for a period of six months on selected projects. He is followed by Horace M. Albright, director of the National Park Service, whose description leaves his audience feeling richer in the contemplation of these priceless sanctuaries against the engulfment of human life by the machine.

And now a representative of the Army is speaking, Col. Duncan K. Major, Jr., of the General Staff:

> This is no military project. No man is drafted; no one becomes a soldier or loses his civilian status. There will be no military discipline, drill or uniform. But the Army, at the command of the President, is ready to use its far-flung organization and machinery for the physical examination and for the enrollment of 250,000 men through the medium of the Army recruiting stations; for conditioning them for two weeks (without military drill) in military posts; and finally through assuming responsibility for the care of the men in the forest camps—administration, housing, subsistence, sanitation, medical care and free-time activities — everything, in fact, except supervision over the actual work in the forests where the men will work under the leadership of national and state foresters and employees of the national and state park services.

Questions fly thick and fast. Hours of work? Eight a day, five days a week. Cash allowance? It is $30 a month; most men are allotting about $25 to their dependents, which will be mailed to them direct each month by the Army; the men will need no more than $5 cash in camp, for they receive full subsistence. How about Saturdays and Sundays and after-hours? Educational opportunities for those who want training in forestry; games and sports, circulating libraries, educational movies, to say nothing of hiking, mountain-climbing, fishing, swimming. Religious services on Sundays. And the possibility of leaving camp for a limited time outside of working hours and of having visitors at camp. All of this, work and play, against a background of camp life in the great out-of-doors, living for six months in the forest, close to earth and sky and water. An unforgettable experience for any young man.

And now as to selection. Mr. Persons is speaking:

> This undertaking is preeminently an opportunity to help the boy who has arrived at man's estate and who is perishing for the chance to exercise the birthright of every American citizen—the right to support himself and those whom he loves. Selection is to be made primarily from physically fit unemployed unmarried men between the ages of 18 and 25 who are citizens of the United States, who have dependents and who wish to allot to these dependents a substantial portion of the $30 monthly cash allowance.
>
> In addition to the young men between 18 and 25, there will be selected a certain number of men, married or unmarried, without age restrictions, who live in or near the forests where the work is to be done, who are unemployed and who have had actual experience in forest work. These experienced woodsmen must be chosen with due regard to personal character because they are needed as leaders and instructors. Moreover, living in the vicinity of the camps, they have a special claim on this opportunity for employment and to ignore that claim would be to engender antagonism among these neighboring families against the forest camps and the young men brought in from outside to work in them.

The standards of choice for the young men are further explained:

> The group of young unmarried men is selected partly because of the type of work and the camp life involved, and partly because young unmarried men have had great difficulty in recent years in securing either work or relief. Some of them have never had a chance to hold down a job since they left school. This work is reserved for young men who have dependents and want to help

Emergency Conservation Work

Publications of the U. S. Department of Labor. Available on request to Room 716, Department of Labor Building, Washington, D. C.

A Chance to Work in the Forests. Questions and Answers for the Information of Men Offered the Opportunity to Apply for Emergency Conservation Work. Emergency Conservation Work Bulletin Number 1; April 17, 1933.

National Emergency Conservation Work—What It Is —How It Operates. Emergency Conservation Work Bulletin Number 2; April 20, 1933.

An Act for the Relief of Unemployment through the Performance of Useful Public Work, and for Other Purposes. Public No. 5, 73d Congress. Approved March 31, 1933.

Executive Order: Relief of Unemployment through the Performance of Useful Public Work. April 5, 1933.

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them, rather than for unattached, homeless transient men, because the money can be used more productively if it benefits whole families than single individuals. The requirement of physical fitness is an obvious necessity for work in the forests.

Married men are not selected for this work because it is believed that it would be less fitting to separate married men from their families for a six-months period on the basis of a cash allowance of $30 a month, which is all that can be paid on this work. Moreover, possible expansion of public works is a prospect reserved for married men.

For several excellent reasons, the names of eligible men are to be selected first from the lists of families now receiving aid. The present need of these families is a matter of knowledge and verified record; in general they are the families who have been longest in need. Furthermore, this procedure avoids wholesale registration and application of the unemployed, with the resultant expense, delay and final disappointment to thousands of applicants who could not be given any of the 250,000 places. In one city, on a mere hint of such registration, so many hundreds of men gathered about the state employment office that the state police had to be called in to aid the city police in handling the crowd. Men may stand in line for a grocery order, observed a social-work leader, but the time has come in America when they will fight for a job. Wholesale registration or application for a project limited to 250,000 places would be a tragic mistake. Finally, it may be added that when the volume of need is so great and relief funds are so inadequate to the need, it seems proper to use these cash allowances to take care of some families now receiving relief, thus setting free these relief funds for the care of other families who are in need.

Moreover, the young man who can at the same time realize his ambition to start his life's work and to lift his family off the public relief-roll is quite certain to be steadfast in his purpose to fulfill his entire period of enrollment.

There is another test—one which cannot be compressed into any formal eligibility requirements, but which pervades the whole enterprise:

These peace-time forest volunteers should be made up of young men of character, men who are clean-cut, purposeful, and ambitious—the finest young men that can be found in all the eligible group. Participation in this emergency conservation work is a privilege; the undertaking is one of the most significant experiments ever entered upon by the American government. The best men available are wanted.

Five hours—nearly midnight—and the meeting is breaking up. Tomorrow the members of this group will return to their states to designate local agencies and organize selection in accordance with their state quotas, determined on the basis of population. Through them social workers enter the picture as full partners with the federal departments.

The first contingent of about twenty-five thousand men, drawn from seventeen large cities in order to make a prompt beginning, have already had their physical examinations and are being enroled at the army posts. Seven hundred and forty-nine forest camp-sites have already been approved by the President.

Emergency Conservation Work does not solve unemployment, even though it will touch a million people in camps and homes and cost more than $150,000,000. But it is a constructive attack; it has spiritual values beyond even the work itself; most of all, perhaps, it is a rallying of the American pioneer spirit in the advance upon those social and economic frontiers whose conquest must form the next chapter of our national life.

The Shift in Child Labor

By BEATRICE McCONNELL

Director Bureau of Women and Children, Pennsylvania Department of Labor and Industry

CHILD labor cannot be ignored as a vital factor in the present economic crisis. Children are leaving school and going to work at a time when millions of adults are jobless and many of these children are acting as the sole support of their families because their fathers and older brothers and sisters are unemployed. While it is true that the number of gainfully employed children has fallen off in the past two years, this decrease measured against the decrease in all wage-earning shows that child labor has only kept pace with the drop in adult employment during the depression.

The reduction in the absolute number of child workers has been the most obvious and the most frequently discussed effect of the depression on child labor. A more significant though less conspicuous effect has been the change in the types of employment and in general working conditions. There has been an unquestionable shift of child workers to the less desirable, less well paid, and less well regulated types of employment. Thus domestic service, a type of work unregulated as to hours or general conditions of work, is taking a relatively larger number of 14- and 15-year-old girls now than in previous years. Selling magazines, candy or pencils, with bootblacking boxes and other street trading "occupations" as an excuse, children are struggling in ever increasing numbers to secure a few pennies from the casual passerby. Industrial home-work has taken on a new lease of life during the hard times and the employment of children in this most difficult-to-regulate type of employment has become an increasingly serious problem. In Pennsylvania, where machinery has been established in the Bureau of Women and Children for the enforcement of the state's home-work standards, the proportion of illegally employed children during the past year was more than double that of the preceding year. Not long ago a pale little ten-year-old was found who regularly before and after school pulled bastings from the clothing the older members of the family had "finished," thereby adding perhaps 50 cents to the weekly home-work pay.

The shift in child labor to these less desirable types of employment does not by any means imply that children are no longer found in factories and stores. During the last school year more than twenty-two thousand employment certificates were issued to fourteen- and fifteen-year-old children in Pennsylvania. About three thousand were for after school or vacation employment, the others represented the shift from school to full-time employment for these children. We do not know how many of these youngsters were employed in industry, but we do know that far too many of the available factory jobs are being filled by children rather than by adults. In half the 153 plants in-

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cluded in a recent survey made by the Bureau of Women and Children, we found that eight hundred minors under sixteen years of age constituted a considerable part of the work force. In one county where the manufacture of cheap cotton clothing tends to concentrate, practically one fifth of the employes in the plants visited were under sixteen years of age. These same establishments also employed a large number of sixteen- and seventeen-year-old girls; in several, more than one-half of the employes were under eighteen years of age. The last Census shows that the number of sixteen- and seventeen-year-old minors employed in Pennsylvania's clothing industry had increased 67 percent in ten years. The weekly earnings of the fourteen- and fifteen-year-olds in the clothing industry in October, 1932 averaged a little over $3. More than three fourths received less than $5; 44 percent received less than $3; and 22 percent less than $2. Only five of the children received as much as $10 for a week's work. Considering the meager earnings of these young workers, the most ardent advocate of the need for children's help in maintaining the home today could scarcely justify the waste in human values involved in substituting gainful employment for school attendance.

Information on actual hours of work was not available since nearly all the work is on a piece-rate and no time records are kept. In most instances the children were scheduled to work approximately the maximum number of hours permitted by Pennsylvania's child labor law.

Other indications point to the fact that far too many of the available jobs today are being filled by children who should be in school. Recently a continuation school was established in a Pennsylvania district where never before had there been enough employed children to require such a school. In Philadelphia in September, October and November 1932 over sixteen hundred general employment certificates were issued for fourteen- and fifteen-year-old children, more than eleven hundred of them for children taking their first jobs. In the same three months' period more than twenty-seven hundred age cards were issued to sixteen- and seventeen-year-olds who were presumably cutting short their schooling and swelling the already overcrowded labor market. During this three months' period 891 certificates for fourteen- and fifteen-year-olds were refused, about one fourth because the employment was not legal, the child was under age or below the sixth grade in school, three fourths because the child could not pass the medical examination.

The question we confront is: Shall we continue to allow our children to pay for the breakdown of our economic system or shall we unite in a firm endeavor to give them their opportunity today to prepare for their share of the world's work tomorrow? A child's loss of schooling, of recreation, of adequate food and shelter now cannot be made up "after the depression." Industry no longer needs and should no longer be permitted to demand the services of children of fourteen and fifteen. No child who has left school and gone to work at these ages is free to develop mentally or physically according to modern standards. Child labor laws should be so strengthened that the health and safety of the next older group, the sixteen- and seventeen-year-old workers, are more effectively safeguarded. Working hours should be shortened; night work eliminated; medical examination and employment certificates required; and employment in hazardous occupations prohibited.

According to the last Census, more than half our boys and girls of sixteen and seventeen in Pennsylvania had left school. It is folly to assume that any considerable proportion have found employment. If idleness is disintegrating for an adult it is infinitely more so for an adolescent. These boys and girls should be either in school or at work. Any movement to keep children in school places added responsibility on the schools. To work out school programs combining the cultural with the practical to meet the needs of all children is no simple task. The difficulty is increased by the present cuts in school budgets, and yet only by raising the age at which children may become wage-earners, setting up better safeguards for young workers and enriching the school experience of adolescents can we protect our youth from heavier depression burdens than they can safely bear.

Pennsylvania's Welfare Set-up

By RUTH A. LERRIGO
Field Staff of Survey Associates

WITH 400,000 families "on relief" and a legislature which persisted, until the last minute, in giving beer and Sunday fishing precedence over unemployment relief, the Pennsylvania State Emergency Relief Administration has been 'tending to its knitting with significant results. Through a series of seven regional institutes, held at strategic points for its workers throughout the state, it has demonstrated an administrative mechanism of large possibilities. At each institute doctors, teachers, social workers, mayors, lawyers, club women, poor-board officers, the whole patchwork quilt of citizens who share responsibility for relief in their own counties, under an unpaid County Emergency Relief Board of seven citizens, turned out in double the expected numbers to give a strenuous day to spirited discussion of knotty problems. All together, within an eleven-day period, the series of institutes brought together more than three thousand people.

Although the vast majority of those present were not trained social workers, their interest in procedure in case investigation, their response to appeals for understanding of problems of morale and to raising standards of relief above a subsistence level would have done credit to a professional group. Earnest attention was given to conferences with state personnel and to absorbing information and inspiration from an A-1 list of speakers.

The set-up for the institutes was managed and speakers arranged by the State Board office at Harrisburg, with a uniform program for each meeting. Advance field agents made local arrangements, secured local sponsors and generated enthusiasm for the plan throughout the state. The day's program in each case included a half-day of general sessions at which the purposes and plan of the state program were presented and clarified, with particular emphasis laid on human values in relief giving. At a special session, usually sponsored by the local Public Charities

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Association, the legislative situation with all its difficulties was outlined. "County tables" at luncheon sessions brought local workers together. The other half-day of the program was devoted to round-table and forum discussions on special topics, designed to divide the crowd into interest groups. Subjects of discussion were practical ones. Large groups met over county organization, others over methods of relief administration. Smaller groups discussed homeless and transient problems, gardens and canning projects, and the Pennsylvania plan for community markets. The auditors and accountants devoted the entire day to developing uniformity and method for their particular job.

Interest in the institutes was expressed in requests for similar meetings to follow, in smaller units. The state administration hopes to develop this plan systematically, using the state staff qualified as teachers to develop the institutes into quick training courses. Particular care will be taken to keep round-table groups small, with leadership which will guide discussion on tracks that lead to definite destinations—lessons learned from experience.

Besides the state director of relief, William B. Rodgers, who took part in all the institutes, the assistant director, Eric Biddle; the state field director, F. Richard Stilwell: Alice F. Liveright and Helen Glen Tyson of the State Department of Welfare; Mary Denman; W. Frank Persons of the American Public Welfare Association; J. Prentice Murphy of the Philadelphia Children's Bureau; Walter Davidson, Minnie Harman and Gus G. Meyer of the American National Red Cross; Thomas Devine of the Family Welfare Association; Arthur Dunham of the Public Charities Association and others of the State Emergency Relief personnel made up the troupe whose combined efforts were largely instrumental in the success of the whole undertaking. Governor Pinchot, chairman of the SERB, spoke at the first one of the series of the institutes.

Valuable as the institutes have been to the immediate administration of relief in Pennsylvania, the state's "long-lookers" see a larger importance in the extent to which they have generated county-wide citizen participation in welfare problems. A long-cherished project for the state has been the establishment of a uniform, county-unit basis for local welfare work, now handled for the state's sixty-seven counties through 424 poor districts and approximately 920 directors of the poor, with results ranging from very good to very bad.

Obviously desirable as a uniform, modernized plan of county-welfare departments seems, its achievement presents large difficulties. While the systematic establishment of county-welfare units by the SERB makes strides in the right direction, those who are familiar with Pennsylvania's powerful poor-board lobby at Harrisburg do not anticipate that the present poor boards will commit suicide. The imminent hazard that administration of state funds would be transferred back to these boards, leaving only Reconstruction Finance Corporation funds for the SERB to administer, hung over the SERB, threatening its entire program throughout the legislative session and is not, at this writing, wholly dissipated. It should be noted that the present flexible arrangement allows the County Emergency Relief Board to determine the distributing agency and that in nineteen counties the poor boards have been designated.

Taking practical steps to open the way for county welfare departments in the future, the Poor Relief Division of the Public Charities Association of Pennsylvania has investigated ways and means from a legislative standpoint. After struggles with existing legislation and constitutionality, they have succeeded in getting a bill introduced which would clear the way, by permissive legislation, for a modernized county-unit set-up. Such units would be administered by unpaid volunteer County Boards of Welfare, acting in an advisory capacity to a single executive director, the final responsibility for funds remaining with the county commissioners, in accordance with the state constitution.

Whatever may grow in the future from the work of the State Emergency Relief Board in Pennsylvania, the job now being done goes farther than the huge task of administering emergency relief. It is bringing into active participation a body of representative citizens aloof and uninterested in welfare "peace times." Whether or not the after-depression period holds and clinches this new strength, the aroused public-consciousness is now present, the orderly efforts to translate it into lasting gains are going on and the emergency relief administration is giving it a strong impetus towards permanence.

The Detroit Conference

AFTER a good deal of what down-easters call "open 'n' shet weather" the National Conference of Social Work has come into the clear on its plans for the Detroit meeting, June 11–17. It will be a hard-times conference with frills, such as the daily bulletin and formal social features, all lopped off. But the program stands, packed full of the realities of the times. Detroit social workers, after the shattering blow of the bank collapse, have caught their second wind and are prepared to welcome their professional brethren in the adventure of putting on a conference against what seemed, two months ago, impossible odds.

Conference headquarters, exhibits and so on will be at the Statler Hotel. Evening sessions will be in the auditorium of the Cass Technical Highschool. Division and associate group meetings, luncheons and dinners will be in downtown hotels and churches, all in easy walking distance. The president's reception, as near to a formal feature as survives, will be at the Detroit Art Institute in the shadow of the much discussed Diego Rivera murals. For the usual conference dinner a very informal and inexpensive substitute is promised.

Speakers at general sessions will include Harold G. Moulton, president of Brookings Institute, on Sources of Poverty; Judge Henry W. Anderson of Richmond, Va., on Revision of Social Attitudes in America; the president, Frank J. Bruno of St. Louis, on Social Work in the New Era and Joanna C. Colcord of New York, on Sixty Years of the National Conference. For the fifth general speaker the Conference has bait out in prominent waters but at this writing the fish has not yet been landed.

The forty or so groups associated with the national conference will all be on the scene as usual with spirits and programs intact but with frills notably absent.

A last word from Howard R. Knight says that the Central Passenger Association and the Trunk Lines Passenger Association will announce lower convention rates about May 15. Delegates from this territory should, he says, make inquiry before purchasing tickets.

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Venturing for Idle Boys and Girls

By ALICE HINKLEY

Welfare and Education Secretary, Westchester County Children's Association, Inc.

FOR more than a year the results of the enforced idleness of thousands of boys and girls in Westchester County, N. Y., have been increasingly apparent, in the numbers of young people above compulsory school age in courts and penal institutions, in the tragic discouragement of others who fail to find useful places in the community.

The Westchester County Children's Association believed that there were in the county forces which, if enlisted, could lessen the dangers of the situation. Its effort, beginning in the fall of 1932, was to give impetus to those forces.

Westchester County is often pictured as a front yard for New York City, which it adjoins on the north. Actually it has an area of about 450 square miles and 500,000 inhabitants, with four large cities and many small and mainly autonomous communities, all struggling with the common problems of unemployment and decreased school budgets.

In fifteen of the larger local communities the Children's Association has branch committees through which questions of social welfare may be locally interpreted. These committees were asked to discover the approximate number of idle young people in their respective communities, and the existing facilities for work relief, training or recreation. A study of the court records in several communities showed unmistakably a relationship between idleness and causes of arrest. A staff member assembled material from school and recreation authorities, work relief, welfare agencies, police, interested individuals and outside sources of information.

At this point a conference of more than a hundred representatives of community agencies was held, to evolve a method of procedure. Several communities, already trying to provide some occupation for their young people, supplied practical data on what could be done. Out of the conference came a County Committee on Youth Emergency Activity, with three subcommittees: Schools, Recreation Groups, and Junior Achievement Craft Companies. It had two functions: to assemble information and suggestive material, and report to all communities the daytime activities successfully initiated in any center; to focus countywide attention on this need and to stimulate volunteer aid and community support to local agencies organizing programs to meet it.

It was agreed that while a central committee could serve in these ways, the development and conduct of actual programs must come through local initiative.

The central committee and its subcommittees prepared a report designed to help in building programs. This report was sent to everyone in any way related to the task in hand. It may possibly contain suggestions for other American communities concerned over the meager lives of their jobless youth.

THE report urges first of all that efforts made in behalf of this age group should not conflict with but find their place in the whole community welfare program. An adequate local program must include:

Immediately available training opportunities which will better prepare boys and girls for work when work is available.

Constructive recreational opportunities—physical activities, music, work in the arts and crafts, discussion and study groups.

Whenever possible, without interfering with necessary help to the family wage earner, a means by which some money may be earned.

As a device for starting the work, the committee suggested an active local committee representing agencies which have something to offer unemployed girls and boys. In several communities in which this is being tried, the group is known as the Youth Emergency Committee.

The report of the subcommittee on schools proposes that unemployed adults with the necessary background be certified as teachers for these projects by the Emergency Work Bureau. This is being done in New York City, where instructors of special classes for the unemployed are compensated out of public appropriations for work relief. These specific suggestions are made to the schools:

Offer day courses to those over sixteen years which will attract the unemployed back to school. In order to interest not only graduates, but also those who left school in the lower grades, to return for training, there is a need to supplement the traditional courses. These courses should be on an elective basis. No

Fidi Gioia for the Westchester Co. Children's Asso. Inc.

Let's give them something better to do

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attempt should be made to force these students to go on with academic work. Enrolment should be permitted at any time and discontinuance of attendance allowed at the pleasure of the student. Courses should have a large degree of recreational content and should permit students to explore their interests and develop their abilities under guidance.

Activities suggested as courses or club programs include the use of the various shops, art, crafts, music, dramatics, home nursing, commercial work, with practice groups, ship-model making, debating, English usage, sewing, mending, shoe repair. It is highly desirable of course that these activities be held during the daytime. In case the school is filled to capacity during the hours of regular session, it may be possible to conduct this work immediately following school dismissal. The committee further suggests that each local community:

Make a follow-up of all drop-outs and recent graduates attempting to effect the return to school of those who are idle by means of a program which will interest them. . . .

Interview prospective graduates of the current term to encourage their return to school if they have no jobs to go to and are not going to college.

Offer recreational as well as academic nightschool classes for those not enroled in dayschool.

Offer programs of free entertainment in the auditorium and gymnasium, open to all, taking care that those unemployed receive a special invitation. These may include: concerts, motion pictures, play nights in the gymnasium, athletic contests, lectures, plays, public forums, community singing, dancing.

A canvass of idle boys and girls was recommended as a first step. "Some place for registration, possibly providing room for games, should be kept open during the day. Cards might then be sent out. The most successful method of organizing new groups however, is by seeking out several natural leaders and interesting each individually in getting a group of young people together for some activity desired by them."

A detailed list of activities, which had been found to be of interest to this age group was given, including a list prepared by a village librarian of new ways in which libraries could participate more actively in serving young people.

THE final recommendation of this committee was for counseling service:

There has never been a greater need for individual counselling service for young people than at this time. The understanding leader with experience in dealing with boys and girls can contribute immeasurably to the present stability and future welfare of those with whom he may confer individually. So many are confused and at a loss to know what to choose even among training possibilities. It is especially urgent that such a service be considered a necessary part of an emergency educational or recreational program.

The Junior Achievement Committee outlined the plan of the Metropolitan Junior Achievement, Incorporated, active in New York City, which provides training for volunteers to direct groups in the crafts.

Sometimes tangible results seem to come at a snail's pace. It is cheering to consider however, that a program may be slow in emerging, because members of a community are examining a problem not previously faced and taking stock of their resources to meet it. If this venture is successful it is likely to mean a permanent advance in local standards of education and recreation. Already in a number of Westchester communities unemployed boys and girls are being reached by programs shaped to their specific need.

In one of the larger cities following the organization of a Youth Emergency Committee, names of a thousand idle boys and girls were secured by a house-to-house canvass. The director of the continuation school sent cards with return postage to this list offering activities and classes, many of them recreational in content. The card was an invitation to come to the school at stated hours to talk over the matter. There was an immediate response, and boys and girls have been placed in classes in hair dressing, commercial work, metal craft, interior decoration, commercial art, electricity, automobile, machine- and wood-shop, printing, book-binding, sewing and cooking. The school is trying to get in touch with those not yet enroled through posters, feature stories and paid advertisements in the local papers.

IN one of the smaller villages, the regular recreation center which had been used largely for late afternoon and evening programs is now open all day, with greatly extended activities. It has used effectively the services of people paid out of the county work-relief fund, as well as of volunteer community talent. Several volunteers have been conspicuously successful. An amateur boxer teaches his art to an enthusiastic group of boys, and there are "community sings" and archery classes under volunteer leadership.

In a neighboring village a very new but enthusiastic recreation commission had a trained director but no housing facilities of its own. The director was using one school building for a dancing class and athletic games, another for bridge instruction and the clubroom of a volunteer fire company for bowling teams. A corner in the center of town had for some time been a general loafing place and was gathering more recruits eighteen and twenty years of age than could be comfortably accommodated. The police were beginning to receive complaints. Inquiry revealed that the management of an apartment building across the street was willing to loan a vacant store without charge. With a few games, a ping-pong table built by the boys themselves and odds and end of furniture, a club was opened. Now seldom less than forty boys will be found there, largely the loafing group from the opposite corner. As a first step in a more differentiated program, instruction in commercial art is being provided for eight of the group who requested it.

Communities in which there appears to be no recognized agency ready to take the initiative in this work present special difficulties. If a program is to develop properly, there must be some person or group of persons in the community thinking consecutively about local problems and keeping in touch with the general field. It is doubtful whether any imposed program will succeed. It must grow out of recognized community need. Never perhaps have so many capable people had unemployed time and a real desire to be of use to their communities. Unless many well-meaning efforts are to fail—wholly or in part—while their organizers learn wastefully from experience, there is an obligation for those with professional training in education, recreation and community welfare to train volunteers in standards and viewpoint as well as in techniques. In so doing they will contribute to the future of their professions as well as to the clarification of present confusions.

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THE COMMON WELFARE

Forty Years on Henry Street

ON April 29, residents, neighbors, friends and fellow-workers joined in celebrating the fortieth anniversary of the coming of Miss Wald to Henry Street in New York. Her work there began when a little child led the young nurse to a wretched sickbed one March morning in 1893, piercing her compunction and setting her on her life work. She has written of it, "All the maladjustments of our social and economic relations seemed epitomized in this brief journey and what was found at the end of it." Ever since there has been this give and take between Miss Wald and her neighbors. She has come upon cocoons of intimate human needs and comprehended them. The spinning wheel of her imagination has drawn threads of action from them; so that out of the help extended in the individual case have come projects and movements charged with promise for the many.

As a feature of the celebration, which was carried out by the H. S. S. Alumni Association, wall panels visualized developments which have felt the creative touch of the founder of the House on Henry Street—the visiting nurse service and school nurses; ungraded classes in the public schools, playgrounds and the like; together with such outranging things as the Children's Bureau. For the frame of her spinning has become citywide, nationwide, worldwide, as in the spread of public health and rural nursing, and her work for peace. But those who see only these accomplishments miss the heart of it all—the everyday living of a woman who has turned everyday human relations to glowing account.

The week of the anniversary was a full one on Henry Street, with dances, reunions and parties arranged by various groups—with a new pantomime and children's festival at the Playhouse, and the American premier of Kurt-Weill's opera, Der Jasager, at the Music School.

On her visit to the Far East, Miss Wald described the work of the settlement and what it stands for to an oriental artist. He drew some ancient characters in a circle. Asked what they meant, he said "Human Brotherhood." This became the insignia of settlement and nursing service. Miss Wald was not well enough to attend the celebration, but the associates who have worked with her throughout the years, her neighbors and others who have shared in the four stirring decades, linked hands with her in spirit on this anniversary night in that circle of fellowship.

The State as Parent

DAY after day the story of a Czech baby and her parents has found its place on the front pages of the newspapers among the affairs of governments and financiers. It would be hard to dramatize more movingly than by the case of Helen Vasko the respective concerns of family, science and society, represented by the Children's Court in Westchester County, New York. Science could say only that failure to remove a cancerous growth from the child's eye would certainly result in death; that operation was dangerous and no surgeon could promise a cure, but there lay the only chance. The parents, naturally frantic with anxiety and confused by publicity and volunteered advice, were tempted to endure the present evil rather than assume the chance of immediate death and certain loss of the eye. Judge Smyth of the Westchester Children's Court ordered the baby held for operation as a neglected child, appointed counsel for the parents and a guardian for the child, and directed appeal to a higher court to review the decision. The Appellate Division sustained Judge Smyth's order unanimously, asserting the right of the state "in a proper case, to assume the discharge of duties of parents or guardians in matters involving the life, health and physical welfare of their children. . . ." With final agreement of the parents, the operation has been performed.

Decision in such a circumstance cannot help but be almost intolerable for a parent, but action has been taken on the basis of the state's duty to ensure for a child the best that qualified judgment can advise. In this instance the child has had the benefit of one of the things that medical science can say unreservedly of cancer: that in many cases it is curable by prompt operation. Whether or not the child's life has been saved no one will be able to tell for some time to come, but there can be no reasonable doubt that she has had the benefit of the only chance and hence that the insistence of the court has been kind.

Milestones

IMPORTANT milestones in Negro education in this country were marked when the fiftieth anniversary of the founding of the John F. Slater Fund and the twenty-fifth anniversary of the Negro Rural School Fund, Inc. (the Jeanes Foundation) were observed at Hampton Institute last month. Typical of the great service rendered by these funds is the story of the County Training Schools. In 1911, when the first of these schools for teacher-training was established by the Slater Fund at the request of four Southern county superintendents, there were not as many as fifty highschools for Negroes in the entire country. In 1931–2 there were four hundred County Training Schools in fourteen states. Further, many of the training schools have now become regular four-year highschools; others, after having been aided as County Training Schools for a time, have proved their worth and been taken over by public funds. The County Training Schools have afforded thousands of Southern rural school teachers a measure of special preparation for their important task. Further, they have stimulated the movement for higher educational facilities for Negro youth for, according to the U. S. Office of Education figures, there were in 1929–30 a total of 1150 Negro secondary schools in the United States receiving their support wholly or in part from public funds.

Insurance by Inches

THE gains so far made by unemployment insurance in the 1933 legislative sessions must be written up in the public education rather than the achievement column. In New York several bills were introduced, well-attended hearings held, and one bill passed the Senate. In spite of the governor's message stressing the importance of setting up unemployment insurance machinery at this time, important political influences were stubbornly opposed. As

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one upstate politician said to a representative of the American Association for Labor Legislation, "We say there ain't gonna be no such law, and there ain't."

In Maryland, the liberal measure which passed the Assembly was killed in the Senate. The Utah bill, passed by one house, is at this writing buried in a committee of the other. The bill drafted by the California State Unemployment Commission has been introduced in both houses, but so far it has not come to vote. The Ohio Legislature recessed for several weeks, leaving the unemployment insurance bill in committee. It convenes again May 15. Michigan lawmakers are considering a bill which would set up a commission to study the question and its possible application to the special problems of that state.

Senator Robert F. Wagner of New York has again introduced his bill to give federal encouragement to state unemployment reserves legislation. His scheme would permit employers under state laws to deduct a percentage of the amount in their reserve fund from their federal income tax. This device would minimize the risk of interstate competition which to many industrialists and business men is the chief argument against any state plan of insurance.

Housing—a Public Utility

BY the recent enactment of housing laws, eight states—New York, New Jersey, Ohio, Texas, South Carolina, Kansas, Arkansas and Delaware—are now legally qualified to apply for Reconstruction Finance Corporation loans for slum clearance and large-scale low-cost housing projects. The New Jersey law is unique in that it regards public housing corporations as public utilities and places them under the jurisdiction of the state Board of Public Utilities. Rents, which are set by the Board, may not exceed a maximum average of $12.50 per room in cities of the first class and $10 elsewhere. Dividends are limited to 6 percent, cumulative, annually. The right of eminent domain is granted.

With eight states set to take advantage of the law with one city, Cleveland, ready with a carefully worked out city-wide plan for slum clearance and rehabilitation, with the opportunity to relieve unemployment through the resumption of building operations, the RFC may well be asked why it has made only one housing loan thus far, that of $8,000,000 to the Fred F. French Company of New York for a slum-clearance project on the Lower East Side? Perhaps, since the ice has at last been broken, other loans may follow shortly. The opportunity cries for action.

Minimum Wage Progress

IT must be a satisfaction to Secretary of Labor Perkins that her own state of New York was first to pass new mandatory minimum-wage legislation which she has repeatedly urged as one of the most dependable bulwarks for labor standards. A fortnight later a similar measure was adopted in New Hampshire. Both states based their action on the model bill drafted by a committee headed by Felix Frankfurter of the Harvard Law School (see The Midmonthly Survey, March, page 118). New York also passed a second minimum wage measure which would apply equally to men and women but without providing an appropriation for its enforcement. At a hearing before Governor Lehman, the usual spokesmen for the National Woman's Party condemned the Wald bill as "a discrimination against women." Friends of the measure quoted distinguished legal opinion supporting its constitutionality and pointed out the practical reasons for experimenting first with such protection for women and children as the smaller and the more exploited group before attempting the difficult administrative task of extending it to men. At this writing it is generally believed that the governors of New York and New Hampshire will sign the model bill.

A similar measure passed the lower house of the New Jersey Legislature, but the Senate added an amendment to exclude hotel and restaurant workers, throwing the bill back in committee. In Pennsylvania a mandatory bill which passed the House is still in committee in the Senate, and spokesmen for "the machine" have indicated that it will stay there.

Felix Adler

FELIX ADLER, who died last month, was for half a century one of the men whose influence reached across boundaries of nation and creed and class. Before he was thirty, he gave up the rabbinate for which he had been educated and began his real life work: the formulation of "the principles of good living" in terms of a growing philosophy rather than established religious dogma, and their application through the Ethical Culture Society which he founded and led. Like all great social philosophers his interest and his hope rested increasingly in childhood and youth. The Ethical Culture schools have been from the beginning an essential part of the movement. Even before they came into being, Dr. Adler helped open the first free kindergarten in New York City. He influenced some of the earliest American experiments with workers' education and did much to bring art and manual training into public schools.

Almost every effort for civic betterment in New York City in the last six decades was strengthened by his hand. He was one of the first to expose the evils of the old red-light district and its political ramifications. He helped initiate free nursing service, and took the lead in arousing public consciousness to the far-reaching effects of bad housing. His concern for youth led him to serve as the first chairman of the National Child Labor Committee and to take an active part in prison reform. At a little gathering of friends on his eighty-first birthday, Dr. Adler summed up his goal for "the good life":

> The ideal destiny of mankind is to develop a higher human type than exists at present. I mean by this to set free the gifts, the talents, the responsibilities that are latent in all men. I speak of an ideal goal. There, every faculty with which men are endowed would be brought out in such a manner that no one faculty would dominate the rest.

What Is the Gold Standard?

ANYONE who would like to learn in clear simple words the meaning of going off the gold standard and what the gold standard is anyway, was in luck if he heard the radio conversation on the subject between Leverett S. Lyon and Charles O. Hardy of the Brookings Institution. It was given as one of the Economic World Today series sponsored by the National Advisory Council on Radio in Education and the Brookings Institution. Both those who heard it and those who did not will be glad to know that it may be had in pamphlet form under the title, The Gold Standard, University of Chicago Press, 15 cents.

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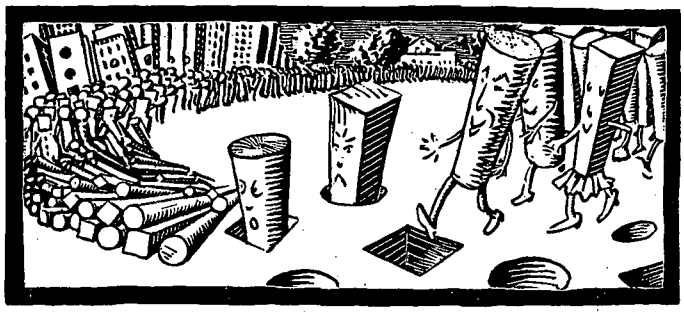

SOCIAL PRACTICE

The Practice of Relief

DESIGNED to aid workers in newly organized relief units to obtain a quick but comprehensive grasp of their duties, the Illinois Emergency Relief Administration, 10 South LaSalle Street, Chicago, has published a manual, Relief Standards and Procedures in Dealing with the Families of the Unemployed, which may well serve as a model of its kind. Over a hundred closely knit pages are devoted to a presentation of the "tried and familiar practices" which seasoned social workers will recognize as basic in intelligent relief administration, and to a clear and compact statement of resources for information and cooperation with a summary of important social-welfare legislation in Illinois. It is interesting to note that the commission gives as the fundamentals of a community program the division of responsibility between various organizations and districts, and the establishment and effective operation of a social service exchange.

The foreword to the manual, signed by Wilfred S. Reynolds, executive secretary of the commission, credits its preparation to Martha E. Phillips, a member of the staff.

A Legislative Watch-Dog

CALIFORNIA social workers, who are rarely caught napping, were more than ever on the job during the recent session of the state legislature by reason of the service of their own official observer on duty at the state capitol. The plan was sponsored by the State Conference of Social Work through its legislative committee, Albert A. Rosenshine chairman. Prior to the meeting of the legislature some thirty-four important agencies throughout the state, including three chapters of the American Association of Social Workers, appointed legislative representatives to act in a liaison capacity with the conference committee. Through this group a fund was raised for a social welfare legislative information service and for the employment of Tevis Martin, San Francisco attorney, to serve as watch-dog in Sacramento. Mr. Martin did not appear as the opponent or protagonist of any bill. His role was to analyze all bills touching social welfare and to report on them and on their status in the legislative mill. He informed affected groups of public hearings and when so desired arranged for representatives of such groups to appear before committees.

The whole program, which appears to be unique in the activities of state conferences, was confined to the social-welfare field, not only because funds were limited, but because the education and health fields had their own protective organizations as social welfare had not.

The Weak Spot of Welfare

STATES groping to correct inadequacies in their public-welfare organization will find a framework for improvement in the chapters on welfare contained in the exhaustive analysis of the state, county and town governments of New Hampshire made for Governor Winant by the Institute for Government Research of the Brookings Institute, Washington, D. C. The whole study was made under the direction of H. P. Seidemann of the Institute's staff with Frank Bane of the American Public Welfare Association collaborating in the sections concerned with welfare.

Local administration was found to be the chief weakness in the welfare program of the state. Some years ago the ineffectiveness of small diversified local institutions was recognized and almshouses, jails, hospitals and houses of correction were consolidated on a county basis. Outdoor relief was not considered of sufficient financial importance to require the development of a county plan. In the current situation relief has swamped other activities and the town system has broken down. There is a constant shift of the load to the counties but on the basis of technicalities and not by clear plan and purpose. Relief in New Hampshire is almost wholly from public funds. In 1931 the combined budgets of the five private family welfare societies in the state amounted to only $55,251 while public expenditures for outdoor relief came to $1,800,000.

A general overhauling of the statutes bearing on public relief is recommended—"specifically the law disenfranchising all persons who receive public assistance should be repealed"—to permit the formation of county units where, under full-time superintendents of public welfare, appointed by the county commissioners from lists of eligibles furnished by the State Board of Public Welfare, all activities concerned with outdoor relief, child welfare, correction and institutional care would be directed and integrated.

Prisoners Before Prisons

THE New York Commission to Investigate Prison Administration and Construction, Sam A. Lewisohn chairman, the studies of which during the past three years constitute a significant contribution to modern penology, has recently published three special reports: Prisoners, Their Crimes and Sentences; Probation in New York State; and An Educational Project at Elmira Reformatory. Each report acknowledges the generous collaboration of experts in its particular field. All the studies were directed by special committees of which E. R. Cass of the New York Prison Association was in each case the chairman. Copies, free as long as they last, may be secured from Mr. Cass, 135 East 15 Street, New York.

The report on the Elmira project has much public interest since that experiment is held significant in the whole development of programs of education for prisoners. It is based on vocational tests and includes study courses and library work coupled with vocational training through prison industries supervised from an educational standpoint. Outmoded occupations have been dis-

In Small Compass

SELECTED BIBLIOGRAPHY FOR PROBATION OFFICERS. *Compiled by the director of the Curriculum in Probation Work, Notre Dame, Ind.*

A four-page list of the books found useful at the University of Notre Dame in the training of young men for the correctional field.

FIVE YEARS OF PLANNING LITERATURE. *by Evelyn C. Brooks and Lee M. Brooks. Reprinted from Social Forces, University of North Carolina, Chapel Hill, N. C. 10 cents.*

INCLUDES a twenty-three page representative bibliography classified into twenty-two sections.

FAMILY CONDITIONS IN PHILADELPHIA, MAY, 1932. *Prepared and published by the Industrial Research Department, Wharton School of Finance and Commerce, 3440 Walnut Street, Philadelphia.*

A summary of the effect of continued unemployment on some 9500 families, touching on the extent of distress and the effectiveness of relief methods.

SUGGESTED STANDARDS FOR HOMES FOR THE AGED. *Prepared and published by the Section on the Care of the Aged, Welfare Council of New York City, 122 East 22 Street, New York. Price 15 cents.*

FOURTEEN mimeographed pages outlining the methods of organization and management by which these institutions may be made as good as they deserve to be.

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carded and the project method substituted for the topical in academic instruction. The keynote of the whole educational process, clearly described in the report, is individual training as opposed to mass treatment.

The Straight Path of Case Work

AFTER four years of study and exploration the Committee on Training of the Family Welfare Association of America, 130 East 22 Street, New York, has submitted a report (fifty cents) which it is careful to emphasize as tentative in its nature with its suggestions "to be thought of as points of departure rather than as fiats or ex-cathedra utterances." The material was gathered and formulated between 1927 and 1930 and is not concerned with the adaptations of case work to the emergency situation, a fact which, as Linton B. Swift points out "may be of peculiar value in helping us to avoid straying too far off the path toward our ultimate goals."

The committee, including fifty family workers from all over the country with Lucia B. Clow of Milwaukee as chairman, concludes that "in dealing with people of any sort . . . a deep respect for personality is essential" and that an understanding of the personality of human beings is a basic requirement for the young social worker. The supervisor, it says, is the key person responsible for giving the student "an understanding of what lies back of behavior . . . an ability to learn to think through and to analyze a problem, to evaluate the possibilities of treatment, to make case work mean more than an assembling of knowledge and techniques."

Ground Gained

INDIANA social workers are rejoicing in new social-welfare laws enacted by this year's legislature which mark gains on at least three fronts. The first, introduced by the American Legion, authorizes the governor to appoint a commission to study existing child-welfare laws and recommend changes and codification to the 1935 session. The second, also backed by the Legion, creates a state probation board of four appointed by the governor, which is empowered not only to supervise all probation work in the state but also to conduct examinations for appointments, thus opening the way to leveling upward both qualifications and standards. The third bill, sponsored by the League of Women Voters, establishes double compensation for minors injured in industry.

THE American Foundation for the Blind, 125 East 46 Street, New York, has issued a directory, compiled by Helga Lende, of 252 periodicals printed in twenty languages in thirty countries dealing with the blind and with work in their behalf. Of the periodicals listed 209 are in embossed type.

THE last annual report of the New York Association for Improving the Condition of the Poor,—its eighty-ninth, by the way,—affords a vivid picture of the struggle of a large city agency to maintain the standards of its many varied services while carrying a relief load that has quadrupled in four years. The A.I.C.P. enjoys the generous confidence of the contributing public but the needs of the last year have obliged it to dip into its capital funds.

THE National Federation of Settlements, 101 West 58 Street, New York, has available at five cents each, reprints of the following articles: English Dole and American Charity, by Helen Hall, chairman of the unemployment division of the Federation, from The Atlantic Monthly, May 1933; The Little Green Card (worklines and breadlines), also by Miss Hall, from Survey Graphic, May 1933; and Saloons—Retrospect and Prospect, by Albert J. Kennedy, secretary of the Federation, from Survey Graphic, April 1933.

HEALTH

Emergency Medical Relief

THE first month's real working of New York City's medical relief plan counted more than ten thousand visits by doctors and two thousand by nurses to some 2400 unemployed persons or members of families of the unemployed sick in their homes. Physicians and nurses who give the service are reimbursed from funds granted by the State Temporary Emergency Relief Administration (see The Midmonthly Survey, February 1933, p. 66). In addition to this medical home relief, the Emergency Relief and Nursing Service provided work relief for thirty doctors and 175 nurses found to be in need of it on the basis of $21 for a four-day week, and to a corps of clerks and stenographers. The background of need which the emergency service is designed to meet is suggested in a recent study of the Association for Improving the Condition of the Poor, comparing experience of clients in the Mulberry District in 1930 and in 1932. In the former year 67.4 percent of the illnesses recorded, excluding colds, received medical care through hospital, dispensary or private physician. At the time of the 1932 study sickness was more prevalent among this group, which included a large percentage of the same families visited in the earlier study, but only 44.5 of the illnesses, again excluding colds, were receiving medical care. The percentage

Pertinent Publications

HEALTH EDUCATION IN THE CITY OF BOSTON, *by Ruth I. Parsons and C. E. Turner. Reprint from the New England Journal of Medicine. On request, plus five cents postage, Boston Health League, 43 Tremont St., Boston.*

FINDINGS and recommendations of a cooperative study of health education through governmental and private health agencies, schools, health department and general organizations.

WHAT TO TELL THE PUBLIC ABOUT HEALTH. *The American Public Health Association, 450 Seventh Ave., New York City. Price $2.*

BOUND volume collecting brief, illustrated articles prepared by and for the A.P.H.A. A useful appendix lists organizations supplying health-education material. The Association also has a new catalog of ready-made health illustrations available at low cost for "dressing up" reports, articles and the like.

AMERICAN AND CANADIAN HOSPITALS, *edited by James Clark Fifield with the cooperation of the American Hospital Association. Midwest Publishers Company, Minneapolis. 1493 pp. plus appendix. Price $10.*

MONUMENTAL directory, with historical, statistical and other information.

THE INCIDENCE OF ILLNESS AND THE RECEIPT AND COSTS OF MEDICAL CARE AMONG REPRESENTATIVE FAMILIES, *by I. S. Falk, Margaret C. Klem, and Nathan Sinai. Committee on the Costs of Medical Care. An abstract of the report under this title, available on request, Julius Rosenwald Fund, 4901 Ellis Ave., Chicago.*

THE ROSS-LOOS MEDICAL GROUP, *by Alden B. Mills and Cameron St. C. Guild, M.D. Miscellaneous Contributions No. 13, Committee on the Costs of Medical Care. On request, Julius Rosenwald Fund, 4901 Ellis Ave., Chicago.*

DESCRIPTION of a voluntary health insurance plan.

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cared for in hospitals had declined from 16.7 to 9; in dispensaries, from 22.4 to 17.7; by private physicians, from 28.3 to 17.6.

Why Does Malnutrition Increase?

THAT the past five years have shown a steady and substantial increase in diagnoses of malnutrition among the clients of the Jewish social agencies of Philadelphia is the upshot of a study recently made through the diagnostic clinic of the Community Health Center of the city, which serves member-agencies of the Federation of Jewish Charities. The clients included are almost all Jewish, adults and children referred for health examinations semi-annually or annually, many of them coming back throughout the five-year period. The basis of diagnosis, made by a salaried medical staff of experience and standing in the community, is believed to have remained constant throughout the time. The figures include all patients examined in each of the five years from May to October inclusive. For the whole group of old and new cases, diagnoses of malnutrition increased from 23 percent of the number examined in 1928 to 36.5 percent in 1932, a proportionate increase of 56 percent. Diagnoses of malnutrition rose among all age groups with the more serious problem definitely centered in boys and girls between six and sixteen. Esther Jacobs, executive secretary of the Center, comments: "In the group over twenty the fact that lack of adequate or proper diet does not develop symptoms as quickly as in children would affect the total picture and make it less spectacular, though probably just as serious in terms of future well-being."

The percentage of clients diagnosed as malnourished is somewhat higher among old cases than among new, though it is among the new cases that the increase through the five years has been most marked. Miss Jacobs points out that the old cases, continuing over a period of years, include a large group from broken homes and adds, "Just what part poor heredity and what part emotional factors play in these cases where malnutrition persists must undoubtedly be considered in the problem as a whole." Concerning the general increase in diagnosed malnutrition she asks, "Is it due to physical defects and poor heredity, or has the depression, with its lowered standards of living, involving inadequate food budgets and overcrowded living conditions, been largely responsible? In either case can we lose sight of the possible effect of the emotional element as a cause in malnutrition? The insecurities and conflicts which arise when unemployment strikes at the very foundations of family life surely might be a basic cause and one not easily amenable to treatment."

Arbitration Replaces "Battle"

ACTIVE measures to counteract some of the abuses of medical care under the Workmen's Compensation Act to which attention was called by the recent report of Governor Roosevelt's commission (see The Midmonthly Survey, January 1933, page 23) have been taken under the leadership of the New York County Medical Society. The crux of the abuse has been the rise of small groups of "lay and medical racketeers" through commercial clinics which obtained authorization to treat injured workers by bribery and other means which reputable physicians would not employ. Care of injured workers had been concentrated in these clinics and independent physicians hesitated to embark on the medico-legal "battle" of a compensation case. The report found that much of the medical testimony before the referee or Industrial Board was "determined by the financial interest of the party which employs the physician." To meet this situation the County Medical Society evolved an arbitration agreement with the insurance carriers, acting through the National Board of Casualty and Insurance Underwriters, which permits all family physicians who are members of the County Society to treat injured workers under the Compensation Act without express authorization, on the basis of a fee schedule agreed upon by the two groups. The physician is obligated to send a prompt report to the company on diagnosis and probable needs for care, to ask advice on cases which do not come within the scope of his training and experience, and to consult the carrier when other than routine care is required, abiding by the company's decision. The carrier agrees that reasonable bills for service given under the agreement will be promptly paid. Cases of dispute concerning required treatment or costs are referred to an arbitration board composed of two members of the County Medical Society and two representatives of the insurance carrier, whose decision is final. The society has established a Bureau of Compensation Arbitration which receives complaints from the companies or the physicians and if they cannot be settled informally, arranges arbitration proceedings. Details of the agreement and procedure may be obtained from the Bureau of Compensation Arbitration, Dr. Morris Rosenthal director, 2 East 103 St., New York City.

What St. Louis Pays for VD

COUNTING out indirect economic losses to industry, families and society, which assume enormous proportions but are not readily measurable, the annual costs of venereal diseases to metropolitan St. Louis are estimated as between $2,071,000 and $2,560,000 in a study by H. C. Loeffler of the St. Louis Bureau of Municipal Research, for the Missouri Social Hygiene Association. Public institutions—city and state—provide medical and custodial care to the extent of more than $500,000 a year. Patients' payments to private physicians amount to more than another half million. For private institutions the cost runs between $932,000 and $956,000, including hospitals, social agencies and the like, while the control of prostitution lies somewhere between the divergent sums of $115,000 and $565,000. During normal periods of business activity, the report estimates, general economic losses would loom even larger than these estimates. The report also declares that the cost of adequate first year treatment of syphilis is much greater than the amount available for health care in the budgets of workingmen's families, citing studies by various physicians, and quoting the estimates by Leon Bromberg and Michael M. Davis that 80 percent of the population cannot pay for adequate care of syphilis at private rates and fully one third of the population, if infected, must be cared for free or for nominal amounts. The Missouri Social Hygiene Association presents the study in the hope that it may call attention to expenditures "which through a broadly conceived and effectively carried out community program might well be considered preventable."

ORGANIZATION of an international society for the study of heart diseases is announced by Dr. Ernst Boas, chairman of the heart committee of the New York Tuberculosis and Health Association.

IT still pays 6 percent, the Wisconsin Anti-Tuberculosis Association points out, referring to the funds that the public is investing in the fight against tuberculosis and the deathrate from tuberculosis in 1932 which showed a drop of more than 6 percent under that of 1931.

DEFICITS are robbed of their worst terrors at the Butler Hospital in Providence, R. I., by a plan used for the past five years whereby loyal friends subscribe to one or more "shares" in the deficiency fund up to a "par" of $100 a share. In 1932 there were 111 subscribers who held 197½ "shares."

FIELD service is to be one of the major activities of the National League of Nursing Education during the coming year and is available to states and institutions which desire studies of nursing service in general or in some special phase. Fees for the studies will be based on individual requirements and adjusted insofar as is possible to meet the available resources of the organization requesting the study.

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INDUSTRY

Profits and High Wages

CONVINCING testimony to the value of fair labor standards, intelligent management and an enlightened industrial relations policy is afforded by the last annual statement of the Rocky Mountain Fuel Company, of which Josephine Roche, a former social worker, is president. In the six years since she became the head of this Colorado coal-mining company, Miss Roche has operated under a union contract, in spite of the organized opposition of powerful open-shop employers in the field. In 1932, one of the most difficult years the industry ever faced, the Rocky Mountain Fuel Company's six mines worked an average of 191 days, as compared with 126 days worked by all other mines in the state. Under its union contract, the company has continued to pay the highest wages in any Colorado coal mine. The daily wage last year averaged $6.79, the annual earnings $1650. And with this high wage level, Miss Roche reports:

> The company's earnings yielded a net profit, after deducting all overhead, administrative and selling expense, taxes, fire insurance, workmen's compensation insurance and royalties, more than sufficient for bond interest and other financial items. After bond interest and these other items were paid, approximately $49,000 was left to apply against book reserve charges, or five times the amount available for such reserves in 1931.

In a year of sharply curtailed demand and lowered prices, Miss Roche lays this showing in part to economies in operation and overhead, and to intensive sales efforts, but "particularly to the intelligent cooperation and careful work of the hundreds of employes of the company and to the steadily increasing support given the company's policy by the coal consuming public."

Labels for Fair Goods

REVIVAL of labels by which consumers may know that the goods they purchase were made under conditions fair to labor is being urged from many quarters as a protection to standards of wages and hours. The Union Label Trades Department of the American Federation of Labor is beginning an intensive campaign to mobilize the buying power of AF of L members behind the union label. At a conference recently called in New York by the Women's Trade Union League, Mrs. Franklin D. Roosevelt, speaking as an individual and not as the wife of the President, endorsed the plan put forward for a distinctive tag or label to assure the public that certain fixed standards had been maintained by the manufacturers, and urged that women newspaper writers and advertising experts to be called on to lay out a publicity campaign stressing the humanitarian appeal of the scheme. Late last month a new kind of "fashion show" was held at the Waldorf Astoria under the auspices of the League of Women Voters at which moderate priced models, made under approved working conditions, were shown by local manufacturers. George W. Alger, impartial chairman of the Cloak and Suit Industry, commenting on this project stated:

> I believe that today there is enough aroused public opinion among decent buyers so that if the consumer knew by a label attached to the goods that certain goods were made under decent conditions and at fair wages and also knew that certain other goods, which bore no such label, were presumptively made at the expense of the lives of the workers; that a choice would be made by enough buyers of the decent merchandise to make the department stores and the chain stores consider it good business to "pander to the moral standards of their buyers."

The Cost of Low Wages

"IN an effort to arrive at a better understanding of economic conditions through an analysis of their own experience," 109 students at the Bryn Mawr Summer School for Women Workers in Industry last summer made a record of the effect of the third depression winter on their own living standards. Only thirty-nine of the group had had a half year (twenty-six weeks) full employment in the preceding twelve months, and all but seven had had shorter or longer periods of unemployment or part-time. The median year's wage for the women was $420, as compared with $696 for students in the same school in 1931, $793 for students in four similar schools in 1930 and $887 for the same four schools in 1929. The study shows that of the workers who had been out of jobs, 41 percent had been forced to reduce the quantity and quality of their food, 49 percent had lowered their clothing standard, 58 percent had saved on housing and 61 percent on urgently needed medical care.

It is interesting to note that only eight workers had turned to public employment offices in search of jobs; comparatively few even knew of the existence of such offices. Stories of exploitation by fee-charging agencies were not lacking and "the situation represented a widespread ignorance of facilities for placement and a completely unorganized labor market." The report of the study, made under the direction of Amy Hewes, is published as a U. S. Women's Bureau pamphlet (No. 103. Price, 5 cents from the Superintendent of Documents, Washington.)

THE John R. Commons Research Library, a permanent memorial to the work of a great economist, has been established at the University of Wisconsin. Included in the collection of books, pamphlets and periodicals in the labor field are the books by Professor Commons himself, housed in a special case. One section of the library is devoted to national and international labor unions, others to employment, industrial accidents, labor statistics, housing and so on. The library is open to the public.

COMMONWEALTH College, a school for workers at Mena, Arkansas, is offering a summer vacation that combines courses and round tables on American labor problems with swimming, hiking, and summer camp life. For those who are willing to contribute fifteen hours a week to "communal tasks" the cost for room, board, laundry and tuition for the ten weeks' term is $40, or $25 a month. "Those who don't work pay double."

SHOCKED by the record of minors injured in industry recently reported by the Children's Bureau (see The Midmonthly Survey, March, page 118) the Indiana League of Women Voters and the labor organizations joined in drafting and pushing a measure to stiffen the state child-labor law. The bill was passed in the recent session of the General Assembly and Indiana is now one of the states in which minors employed in violation of the child-labor laws will be paid double compensation in the event of injury while so employed.

A detailed study of fifty typical employe stock-purchase plans recently completed by the Industrial Relations Section of Princeton, under the direction of J. Douglas Brown, leads to the conclusion that "both employers and employes have lost more from the movement *as a whole* than has been gained in improved morale and dollars gained."

THE second "Progress Report" of the Public Employment Center of Rochester, N. Y., gives an interesting picture of the set-up, methods and achievements of this model agency (54 Exchange St., Rochester, N. Y.).

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EDUCATION

Reading While Waiting

BOOKS and reading courses for unemployed young people who, because of the depression can go neither to college nor to work, are being offered by the Oregon State Library. The plan was put forward by the state librarian, Harriet C. Long, at a gathering representing some fifty educational agencies, and found immediate favor. Late in March more than two hundred persons in thirty counties were enroled for 172 courses in eighty-four subjects. The reading courses carry no academic credit, but many of them are planned to give background information for students hoping later to attend college. Thus a girl now working a day or two a week in a woolen mill is following a reading course in home economics, and a young man now at home who hopes to enter the forestry service in better times is reading in that field. The courses are made up without charge and the only cost to the borrower for the necessary books is postage. The reading with a purpose courses of the American Library Association are used wherever suitable, but in most cases it has been found desirable to outline a special course. The student, on his application blank, agrees to read at least one book a month, and the books for his course are reserved on that schedule unless he prefers to go ahead more rapidly. College authorities in the state have been keenly interested in the plan and have cooperated by writing about it to students who had been forced to drop out by the hard times.

Problems Welcome

VOCATIONAL, family and personal problems may be laid before competent advisors by women who are college graduates or under-graduates under a new plan launched by the Merrill-Palmer School (71 Ferry Avenue East, Detroit, Michigan). Information or guidance is given by the advisory staff or the inquiry is referred to the appropriate center or specialist. In addition to the advisory service for which the school has come to feel a genuine need among college women, information will be gathered on "the life needs of college women to ascertain how well their education has fitted them to meet life under modern conditions and eventually to analyze this information and make the results available." There will be no charge for casual inquiries or preliminary interviews. Clients who wish to cooperate in the research study by giving information which will be useful to the research "are regarded as cooperating clients and will be required to pay no fee for ordinary diagnostic and advisory service." To others, a charge will be made. Inquiries are welcomed.

Adult Education

PERIODS set aside for direct adult education was one of the interesting new departures in the recent conference of the Progressive Education Association in Chicago. The conference program included study courses for those "desiring opportunity for consecutive thinking and discussion on related topics." Among the subjects offered were Principles and Practices of Progressive Schools, Creative Teaching in the Arts, Some Problems of American Life. Those who enroled were enthusiastic about the stimulation and refreshment gained through such group study and thinking. The plan will probably be extended at the next conference.

In spite of the depression the Chicago meeting was better attended than any previous conference of the Association. The "panel" method was twice used with conspicuous success: once in a discussion based on the Social Trends report, and again in exploring the question of the schools and controversial issues.

New Ways in Teacher-Training

USE of New York City as a laboratory for college students, in the same way that it is used by the progressive elementary schools, has been emphasized in the first year's work of New College, the experimental teacher-training college at Columbia University. In addition to the cultural and sociological opportunities of the city itself, the 143 teachers in training have had a chance to "learn by doing" as student teachers at Public School No. 43, the Dalton School, Lincoln, Walden, George Washington Highschool and so on, and as assistants to professors in New College and Teachers College. The New College Camp in North Carolina opens June 1, for intensive work in the sciences, home economics, handcrafts and physical education. Eventually the plan is to make of this camp an all-year community center. A group of upper-class students leave June 1 for a year of foreign study in Germany and England, the year's work to be organized around a seminar concerned with the civilization of the country. Prof. Thomas Alexander, head of New College, reports:

> Work on the integration of the curriculum goes on continuously. Integration is based on intensive study of the students through analysis of cumulative data and through the close contact of students and faculty. Such study influences the curriculum and gives the basis upon which the faculty members are able to help the students integrate their experiences toward the accomplishment of their continuously expanding aims.

THE Highlander Folkschool plans to extend its work into a neighboring state with a chain of "cooperative libraries" (see The Survey, March, page 120), with Kennesaw, Georgia, as the center. The plan starts with about three hundred volumes. More books, particularly on labor problems, economics and cooperation, are needed. Don West, co-director of the Folkschool, is in charge.

THE Atlanta School of Social Work finds it necessary to limit its student body next year to fifty specially qualified young men and women. The school has written to college presidents in the area served, asking them to recommend such students, and pointing out that what is not wanted is particularly "the student who apparently is not fitted for anything else and is not known to be fitted for social work."

THE 1933 session of the Williamstown Institute will be omitted, it is announced. Whether the sessions will be continued is to hinge on the answers to two questions: "first, whether the Institute can be reorganized so as to add to the work it has performed in the past a new feature of first importance; and second whether the funds necessary to carry out this program can be obtained." The new feature proposed is a round table for continuous study throughout the year of questions to be discussed at the next following session of the Institute.

CAMPS and play-schools will be conducted for the third summer in southern industrial towns by Pioneer Youth of America (69 Bank Street, New York). Progressively inclined teachers are needed to act as leaders, and students and untrained workers as assistants.

STUDENTS of education are to meet at Stanford University on June 6 to honor Ellwood P. Cubberley when he retires as dean of the school of education after more than thirty years of service. Conferences on the progress of school administration since 1900 will be held.

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Unemployment and Community Action

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

Edited by JOANNA C. COLCORD and RUSSELL H. KURTZ

Public-Private Relationships

THE last few months have seen a decided trend toward joint plans of various sorts between city or county departments of public welfare and private relief agencies. No one of these plans is exactly similar in all details to any other, but they may be briefly described under certain heads:

1. Where no public-welfare department exists, or where it carries out other functions than to dispense relief.

This is still the case in *Baltimore*, *Birmingham*, *Cleveland*, *Houston*, *Pittsburgh*, *St. Louis* and a number of smaller places. In all these cities, the private welfare agencies dispense public relief funds, allocated to them for the purpose by city or county government or by a county relief committee representing the state.

2. Where both public and private relief agencies carry on independent work in the community.

(a) The most frequent type of cooperation until recently was a division of the case load, on some agreed-upon basis, so that each agency was solely responsible for both relief and service to its separate group of clients. It was usual to find the public department assuming the care, among other types, of "uncomplicated" unemployment, while the private agency retained the care of individuals and families who present more deep-seated difficulties. With the failure of private funds, the commoner form of cooperation at present will be found under (c) below.

(b) Another plan is to divide the relief-giving function on the same families between the two agencies. This was a fairly common arrangement up to the depression, especially in places where rulings and legal restrictions limited the purposes for which public-relief funds might be spent. *Chicago* and *St. Paul*, which had this system of supplementation, have now abandoned it; *Indianapolis*, *Providence* and *Scranton* still continue it. Under pressure of reduced incomes, several private agencies which hitherto have kept their case loads separate—e.g., *Bridgeport*, *Connecticut* and *Syracuse*, *New York*—have been forced, temporarily, at least, to seek supplementation from the public department on individual family relief budgets. In cities where the public agency operates a commissary, the pressure is often very strong upon the private agency to send its families there for food, while continuing to meet their other relief needs.

(c) In one group of cities, while the public and private agencies maintain their separate identity, the relief function has passed almost completely to the public department, which relies, however, on the private agency to carry out service plans, and in some places to make investigations and recommendations, on the group of families for whom the two agencies are jointly working. Such is the case in *Cincinnati*, *Rockford, Illinois* and *Englewood, New Jersey*. An extreme case of this sort of adjustment is found in *Worcester, Massachusetts*, where a specially-created agency, supported in part from private funds, receives all applications from the unemployed, makes plans for their care, and requisitions for the necessary relief on the public department, which does no independent work with these families.

(d) In several cities, notably *Springfield, Massachusetts*, and *Philadelphia* (in 1931), the private agency, while carrying its own separate case load, has lent the full-time services of trained members of its staff to the public department, continuing to pay all or part of their salaries. The private agencies of *Chicago* and *Philadelphia* are at present serving the enlarged public department by sharing their office space and the time of their supervisors in training new recruits to the public department's staff.

(e) In *Milwaukee*, a mutual referral service has been set up between the two agencies, under which the private agency may transfer some cases completely, refer some for relief while retaining them for service, or in some cases carry them both for relief and service. In this way each agency has its own selected case load, while they function together on another group common to both. A similar plan has recently gone into effect in *Newark, N. J.*

(f) *Grand Rapids* in 1931 set up a new agency to act as a joint "receiving station" for all applications, and allocate them to the public department or the private agencies, as the applicants' circumstances seemed to indicate. This was later discontinued in Grand Rapids but several other cities, among them *Evanston, Illinois*, *Richmond, Virginia*, *Salt Lake City* and *Wichita*, are using this method.

3. Where there has been an actual merger, wholly or in part, of the work of the two agencies.

(a) In one group of cities, the same administrative officer serves as director of public relief and general secretary of the private family agency, administering two separate funds and directing in theory two separate staffs. This is the much-discussed "Iowa plan," which was in effect in many *Iowa* counties as well as in *Akron*, in *Princeton, New Jersey*, and in a modified form in *Portland, Oregon*, long before the depression. Recent new recruits to a similar plan are *Huntington, West Virginia; Lincoln, Nebraska;* and *Saint Paul, Minnesota.*

(b) In some communities where there has been a serious failure to raise private funds for relief, the private agency has been completely incorporated with the public department, certain of its staff, its records, and so on, going over into the public agency's office. Among such instances may be mentioned *Erie, Pennsylvania*, *Columbus, Georgia*, and *Kansas City, Kansas.*

It is generally agreed, however, that consolidation instead of cooperation spells loss to the community of an unique and indispensable service which only a private agency can render; and that the more hopeful progress is to be found in the various experiments in cooperation.

The April News-Letter of the Family Welfare Association of America contains a discussion of various forms of public-private agency cooperation. It may be secured from the Association at 130 East 22 Street, New York City.

Relief During Bank Holidays

IT can be said with some assurance that no interruption occurred, due to the recent nation-wide suspension of banking, in the supply of relief to those who needed it. This was due, however, to extraordinary and ingenious emergency efforts on the part of those responsible for the administration of relief, and to remarkable cooperation, on the one hand from the R. F. C. and federal and local banking authorities, on the other from local merchants who continued to honor orders from relief administrators when no assurance could be given as to date of payment. The reports from representatives of national agencies who were in the field at the time are unanimous that there was no suffering from relief restriction directly due to the bank holidays.

The Community Fund drive for $600,000 for non-relief giving

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agencies in *St. Louis*, alertly watched by other cities because of its following a United Relief Campaign of December and January, got under way late in February just in time to run head-on into the bank holiday. After a week's campaigning which resulted in pledges of approximately $125,000, the effort was halted, but has since been resumed with encouraging results.

In cities such as *Detroit* and *Cleveland*, where important banks failed to reopen after the emergency closure, serious situations have resulted due to the impounding of funds, particularly those of community chests and private agencies in the non-relief field.

Recent State Legislation

INFORMATION on relief legislation in ten states, passed during the first three months of 1933, is taken from a report entitled Legislation for Unemployment Relief, issued by the American Public Welfare Association.

Iowa has enacted legislation providing for the permissive use by the counties of state-printed stamp scrip for both direct and work-relief disbursements. This, in effect, provides a relief currency liquidated by a transaction or modified sales tax, following the *Hawarden*, *Iowa* plan.

Oklahoma has made an appropriation for the distribution of garden seed with the proviso that the governor shall have the power "to determine and investigate and correct such lists so supplied, by addition of others and elimination of those not entitled to such relief."

Montana has authorized the appointment by the governor of a State Relief Commission of five to serve for two years.

North Dakota has placed the administration of poor relief in the hands of the county commissioners who are authorized to employ social workers and establish county welfare boards if they see fit.

Utah has voted its governor wide powers in the relief of unemployment and has set up the Utah State Emergency Commission of eight members with the governor as chairman. This Commission is to be selected to represent farming and stock-raising interests, mining and smelting, merchandising and manufacturing, engineering and construction, real estate and investments, public utilities, social service, health, labor, and unemployment. Its function is "to aid the executive departments and the counties in formulating and executing a state-wide 'emergency program' to consist of the following projects in the discretion of the Commission: a weed and pest eradication and reforestation program, a road program, a public building program, and a miscellaneous program formulated by the commission. The program is to be partially financed by the sale of scrip."

Illinois has levied a sales tax which is calculated to yield $3,000,000 a month for relief after May 1, provided the courts find it constitutional. A test suit is now in progress. Another act requires relief applicants to furnish sworn statements of their condition and to submit to reasonable examination.

Kansas has passed enabling legislation which allows counties to exceed previous legal tax limits in order to provide funds for relief purposes. Another act has standardized the county poor relief procedure by setting up a "poor commissioner" under the county commissioners in each county.

Ohio extended by two years the term of several relief measures passed in 1932 and 1933.

Oregon has authorized its governor to negotiate with the R. F. C. for a loan of $10,000,000 to be used for work relief. A State of Oregon Unemployment Work Relief Commission will be set up to direct the program if the loan can be secured. The act further provides that, unless federal requirements interfere, the funds "shall be loaned to employers in all lines of agriculture and industry in the state to be used by them to pay wages to additional persons by them. . . ."

Pennsylvania has provided $5,000,000 to carry its going relief program until June 1. A legislative effort to provide the twenty to thirty million dollars which it is estimated will be needed to enable the state to qualify for further R. F. C. funds is still under way at this writing. Expenditures in this state have risen to between six and seven million dollars per month. Since September 1932, the state has provided $12,000,000 and the R. F. C. $30,000,000.

Saved by a Hair

THE State of *Illinois* in receiving its March allocation from the R. F. C., had virtually reached the forty-five-million-dollar limit imposed by the provision in the Emergency Relief and Construction Act of 1932 which restricted what any one state could receive to 15 percent of the total of $300,000,000 provided in that act. State legislation was rushed through levying a sales tax for relief purposes, but receipts from this source were not to be available before May 1. The month of April approached without definite financial provisions being completed.

To save the day, Congress acted late in March by appending a rider to the reforestation bill then before it, amending the Emergency Act by striking out the 15 percent limitation. The President signed this bill on March 31, and on April 3 the R. F. C. made a further loan of $3,725,000 to Illinois, bringing the total of federal aid extended to that state to $48,463,621.

No other state has received nearly the forty-five-million-dollar maximum, although *Pennsylvania* has had $29,929,875, *Ohio* $15,283,937 and *New York* $19,800,000. There was a balance of approximately $52,200,000 in the federal fund on April 4. New legislation for the appropriation of an additional $500,000,000 was pending on that date.

The "Extra-Territoriality" Issue

SEVERAL state relief administrations have been under criticism for appointing upon their staffs trained social workers not residents of the state.

The General Federation of Women's Clubs in a recent communication on unemployment relief to its membership says:

> The direction of the work by trained personnel is imperative: volunteer assistance in supplementing the trained workers is invaluable but economy in the use of the funds demands the direction of the work by those who are trained and specially competent.

But it is literally true that many states have not available within their borders residents with the necessary training and experience to direct large-scale relief enterprises. In private social work, no residence requirements have ever been imposed. This results in the free movement about the country of workers trained and in process of training, and in the acquirement by such persons of a rich background of work under varying community conditions and systems of laws and administration. The profession of social work has always deplored the requirements of prior residence which many public-welfare positions impose; and there has never been any instance of protest from a resident group of social workers over the appointment of a qualified person from another state or even from another country.

In most cases, the state relief commissions have successfully defended their importation of "outsiders;" but the newly-reorganized State Commission in *Rhode Island* has been under particularly heavy fire from small-town legislators who feel that local boys and girls have all the qualifications for relief administrators that could be asked for. In the course of public hearings, it appeared that three out of twelve state relief supervisors had no Rhode Island settlement. "There are plenty of qualified school-teachers without jobs" one legislator stated. "Don't they give social training in normal schools? If they don't, the school should be investigated." Another, speaking on behalf of nurses, said persons with this qualification could better adminster relief than those with social-work training. To such statements as these, an imposing volume of replies came from informed citizens and board members, backing up the Commission's stand, and pointing out that training for one profession is not necessarily training for another, and that in selecting social-work personnel, residence is a vastly subordinate qualification to competence.

Governor Green, in a speech on March 27, referred to his at-

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tackers as either misinformed about what constitutes competence for relief administration, or "politicians who think only in terms of jobs." "The first thing we must consider," he said, "is the efficiency of the supervisors. The second thing is where they come from. . . . If we could do it, we would like to appoint unemployed persons living in Rhode Island who are trained social workers. Where this is impossible, the emphasis must be on their efficiency."

In spite of the governor's stand the lower house of the legislature voted unanimously for an amendment which provides that the relief commission shall employ only electors of the state.

Self-Help and Organized Relief

WITH the growth and spread eastward of cooperative self-help among the unemployed, the question of the relation of these projects to the organized relief agencies of the community becomes one of considerable moment. Community chests and relief committees are seeking light on what their attitude should be towards these new agencies in the relief field.

In *Dayton*, and to a less degree in *Pittsburgh*, Councils of Social Agencies have been directly responsible for organizing cooperative movements among the unemployed. The same type of agencies in *Omaha* and in *Waterloo, Iowa*, have cooperated closely and sympathetically with the self-help organizations in their cities. In *Seattle*, while the public statements of the leaders of the Unemployed Citizens' League were often antagonistic to organized social work, in private the relief committees of the locals exchanged information with the social agencies, and the latter were called upon to prepare simple instructions for the procedure of the League's "home visitors."

In *Denver*, according to a report recently issued by the U. S. Bureau of Labor Statistics, the Unemployed Citizens League has received substantial gifts of Red Cross flour and cloth, and the Mayor's Committee has cooperated with it in a program of house-renovation by unemployed tenants in exchange for rent. It appears from this report that the League has had some hand in securing food for its needy members from federal relief funds allotted to Denver, though the mechanics of the transfer are not made clear.

The *Minneapolis* Organized Unemployed, Inc., likewise has shared in the distribution of Red Cross flour and has established a clearing contact with the social service exchange.

In *California*, according to unverified information, the County Unemployment Relief Committees have furnished gasoline and oil for transporting the foodstuffs collected by the Exchanges; and such supplementary assistance from public funds is strongly urged in the report of the University of Washington faculty, summarized in this Department for February.

The Wagner-Costigan-LaFollette bill for a further extension of federal relief contains a specific provision that funds may be used in the discretion of the administrator "in assisting cooperative and self-help associations for the barter of goods and services."

Complaints En Masse

CHICAGO'S recent innovation in mechanisms for dealing with complaints, protests and disruptive demonstrations of the unemployed has not worked out with any degree of success. This mechanism was a central complaint bureau called the Public Relations Office, designed to take this particular burden off the shoulders of the fifteen harassed district supervisors.

Groups of the organized unemployed continually visited these stations (before the office was established), some in a friendly spirit and others with the frank intention of interrupting the work. The task of interpretation of policies and hearing of grievances fell upon the district supervisors who were also carrying a huge administrative burden. A great deal of tension developed in many neighborhoods and any irritation was directed at the local stations, the points of contact between the service and the community. [From a recent Council of Social Agencies News-Letter]

Everyone concerned recognized the need of a centralized interpretative service, and the Public Relations Office was set up late in 1932. Contact between grievance committees and groups of organized unemployed with the relief stations was discontinued.

After a trial of several months, the Public Relations Office has given up the attempt to adjust grievances (turning that function back to the relief stations) and is confining its attention to standardizing practices and developing policies.

There are some definitely local issues which must be settled in the neighborhood where they arise. Such things cannot be satisfactorily adjusted by carrying them many miles to a supreme court which, in the nature of things, must carry them back to the local community to find out what it is all about. But the tremendously important business of serving the neighborhood must not be interfered with by organized groups whose avowed or concealed aim is the disorganization of that service. [From the News-Letter]

St. Louis Resumes Work Relief

AFTER a two-year holiday in the work-relief field, *St. Louis* has launched a city-bond-financed work program for about fifteen hundred men selected from the relief rolls. Thirty cents an hour will be paid for common labor and the prevailing scale on other types of work. In addition to park, street and sewer operations, special projects for engineers and for clerical and research workers have been devised.

The six thousand men on the rolls of the Bureau of Homeless Men have received notice that they will be expected to work out their relief this summer on a seventy-eight-acre farm which the Bureau has rented. Each man will put in three or four seven-hour days per month and will receive a credit of three dollars a day for each day worked, plus free meals and twenty-five cents spending money while working. The work will be done by hand under skilled supervision. The produce raised will be used in the cafeteria operated by the Bureau. "About sixty men per day will be shuttled by the Bureau from the city to the farm and back."

Rent Policy in Minneapolis

THE Minneapolis Department of Public Relief outlines its rent policy as follows:

A definite schedule of rents has been established. A man is kept in the field to look after this particular problem and to contact the property owners and landlords. It is our policy to make continuous contributions of the amount agreed upon so long as the circumstances in the family remain the same. When the circumstances change, the landlord is notified. The tenant is required to come to the office once a month to ask for the contribution. This places the responsibility upon the tenant. The rent checks are not given to the tenants but are mailed directly to the landlords, thus protecting the department against any misuse of the rent check. This method of handling this most vexatious problem has reduced evictions and quieted the situation of those who, by necessity, must seek this aid. This policy is fair to the public treasury and the property-owners.

The average rental allowance made by the department in January was $8.69; in December $8.78.

Industrial Cooperation

WITH a relief roll of one out of every three in the population, *Alliance, Ohio* has tied its principal manufacturers into its scheme of relief, by a device which maintains the connection between men laid off and the plants to which they hope sometime to return. The local Red Cross Chapter is responsible for the distribution of city and county relief funds, and has secured the appointment in each of seven cooperating firms of a "contact man" who acts as its representative, investigating and recommending for relief, and keeping records for the Red Cross, whose worker is present at the plant on scheduled days to issue relief orders. Weekly meetings are held, at which the social workers and their aides, the contact men, discuss problems and work out methods of procedure. The Executive Secretary of the Red Cross feels that the plan has helped to keep up the morale of the people out of work; has given the employers a vivid insight into the individual problems which unemployment creates; and has strengthened the spirit of cooperation in the community.

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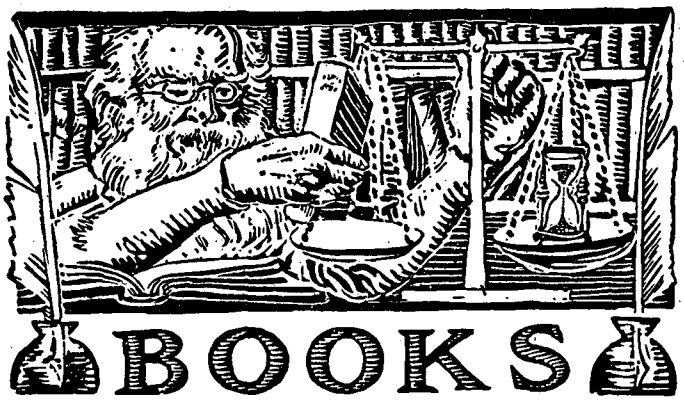

Forgotten Soldiers

THE B. E. F., *by W. W. Waters. John Day. 288 pp. Price $2.50 postpaid of The Survey.*

THIS is a review of the story of the Bonus Army as told by the commander to William C. White—and not a discussion, either defense or criticism, of the enterprise itself. Opinions will differ as to the wisdom of the invasion last summer by 20,000 to 25,000 unemployed World War veterans of the National Capitol demanding the cash payment of the bonus. They will also differ as to the justice of the bonus itself. But there can be no doubt that Mr. Waters has told a graphic and convincing story of an episode unique in our national history from the time a little band of unemployed veterans in Portland, Oregon,—led by him—left for Washington; through the rigors of their 3500-mile hike across the country; the rapid recruiting of veterans from everywhere on Pennsylvania Avenue, and later in the mud flats of Anacostia; the patient wait for Congressional action and then the eviction from Washington in a sudden night raid, and the anti-climax at Johnstown and the collapse of the whole movement.

The climax of the story is a detailed account of the eviction, after Waters had been promised ample time for an orderly disbanding, in a night attack by the National Guard with tanks, cavalry with drawn sabres, machine-guns, bayonets and tear-gas bombs, directed with superb military efficiency by the secretary of war, under orders from the White House. There are sixteen pages of excellent photographs.

Since it is to be hoped that our government will never again be guilty of such a stupid blunder, students of sociology and of American history will wish to add this book to their libraries.

Children's Aid Society, New York OWEN R. LOVEJOY

Five Criminals

CASE STUDIES IN THE PSYCHOPATHOLOGY OF CRIME, *by Ben Karpman, M.D. Volume One. Cases I–V. 1008 pp. Limited edition. Price $12.*

DEPRESSIONS appear periodically to challenge ideas but crime, like poverty, appears to be with us at all times. The study of criminals is now regarded as of paramount importance for the purpose of gaining insight into their nature as well as for understanding their crimes. Dr. Karpman has presented a book whose sale is restricted to members of the medical, legal, scientific and other professions directly interested in medical-social problems. Its direct content does not afford a large amount of practical material that can serve social workers. Nonetheless, it is a research and reference volume of commendable type, giving the results of the studies of a psychiatrist in an institution for the criminally insane, who reviews in detail the life histories of five men.

The author's fundamental assumption is that all abnormal psychic reactions are merely quantitative exaggeration of normal reactions, while the psychic mechanisms are the same. The general view, despite a large variety of procedures, is mainly psychoanalytic. Leaving aside this fact, however, there is definite evidence of a systematic effort to evaluate the social, ethical and individual psychogenetic factors involved in criminal behavior. In this connection, it is interesting to note the analysis of letters written by the individuals together with judgments upon prisoners by fellow-prisoners.

A vast field of generic and specific psychopathology is covered in reviewing the lives of these five men. Hence one notes discussions on the relation of dope and education, the nature of bunko games, the nature and reactions of homo-sexuality, with emphasis upon the lack of emotional emancipation. There are discussions of personalities, of dreams, of insanities, of their cause and possible cures, of phantasy, love and vagabondism, of loveless homes, of alcoholism, of wanderings and amours, of pathological liars, of inferiority complexes, of amnesia, romance and romancing.

There is much reference to causes and possible cures of crime in which there appear such ideas as "Crime is part of the world which no man can control and never will be able to control," and "Slums do not breed criminals but criminals go to the slums."

Despite its voluminous character, as naturally results because of the mode of approach, this book holds a definite and valuable place for all those making thoughtful researches and investigations into normal and abnormal psychology. One welcomes it as a contribution to the direct and practical study of the development and distortions of personality both of which underlie the psychopathology of crime. IRA S. WILE, M.D.

New York City

Glands Without Magic

THE TIDES OF LIFE: The Endocrine Glands in Bodily Adjustment, *by R. G. Hoskins, Ph.D., M. D. W. W. Norton, 352 pp. Price $3.50 postpaid of The Survey*

DR. HOSKINS' position in scientific and medical circles is such that a book over his signature carries the respect due to qualified authority. Beyond that basic requisite, however, this clear and interesting exposition of dawning scientific knowledge of the endocrine glands seems to me to have implications of special interest to the general reader for whom it is intended. The book is dedicated to "G. A. H. who collaborated with Mr. W. W. Norton in the preliminary beguiling that led to the writing. . . ." The general reader, confused by commercial and pseudo-claimants who have invested the subject of endocrine glands with all but black magic, may well be grateful that lay interest in a scientific subject should have seemed sufficiently important to beguile the director of research of the Memorial Foundation for Neuro-Endocrine Research of the Harvard Medical School. The old division of town and gown shows a healthy bridging when a research scientist takes thought to put his knowledge in terms accessible to an ordinary reader. The reader's second source of gratitude should be that there is a publisher interested in initiating such a beguiling. Obviously such a book as this could not have been expected to make sales through the lure of sensation-mongering. It is another witness of a policy apparent in the list of W. W. Norton—an active effort to get from qualified people statements of subjects in which some intelligent readers are interested, but not at the price of a dressing-up or a writing-down aimed to give a book "popularity" at the sacrifice of authenticity. MARY ROSS

Our Elizabethans

HOLLOW FOLK, *by Mandel Sherman and Thomas R. Henry. Crowell. 224 pp. Price $2 postpaid of The Survey.*

THIS is a study of the culture and the people in isolated communities of the Blue Ridge Mountains of Virginia. The ancestors of these people moved into the mountain valleys more than a century ago. Some of them continued the search for wider economic opportunities. Others have stayed for generations untouched by modern influences. They live the life that their forbears lived, eking out an existence, a simple, unlettered folk, still speaking what has been called the "purest Elizabethan" to be found anywhere.

The authors of Hollow Folk selected five communities which represent varying degrees of isolation ranging from one in which the scattered families subsist off the "grudging unaided bounty

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of nature" to a small town where there is some organized social and economic life. The work of gathering and interpreting the data was undertaken by a staff of psychologists, a nutritionist, a psychiatrist, a sociologist and a field worker who spent months living in the huts of the mountain people. With the assistance of supplies of chewing-gum, pennies, plugs of tobacco, cigarettes and intelligence tests they collected material picturing the "mountaineer" and his life around such headings as Living and Dying, Religion, Fear and Superstition, Desire and Worry, Education and Mentality, Work and Play, Love and Morality, Government and Law.

The picture is arresting and challenging. Within one hundred miles of the national capital is a civilization which has "stood still." There is appalling poverty, illiteracy, and lack of knowledge of the simplest habits of health and cleanliness. One accustomed to a different standard may wonder that children born in such circumstances manage to live. Yet they do. On the other hand, psychiatric investigation disclosed that the children in the most isolated community are remarkably free from conflicts. For the whole population, worry is reduced to a minimum. "No man worries about losing his job. He has none to lose. Nobody worries about paying bills. There are none to pay. Nobody worries over social inequalities, for none exist. There are no worries over frustrated ambitions, for there are few ambitions to be frustrated. . . ."

The method of the study is interesting and significant. The environment of the mountaineer is simple and undeveloped, his reaction to it is so direct that this record of his culture comes as near perhaps to the "laboratory" experiment as is possible in the study of social groups. The writing is full of colorful, graphic pictures of attitudes and personalities. LOIS MACDONALD
New York University

The Menace of Insecurity

THE FAMILY, *by Katharine D. Lumpkin, Univ. of North Carolina Press. Chapel Hill. 184 pp. Price $2 postpaid of The Survey.*

DR. LUMPKIN made a study of forty-six families being served by a social agency in New York City. If they were not typical American families, they at least served as a means for examining the processes involved in family life. For the reviewer the two best chapters are the ones dealing with control within the family and member rôles. There is written between the lines of this little volume a warning and a moral. It is perhaps a platitude, but nonetheless important. The family, according to this moral, is not economically secure in capitalistic society, and with the loss of economic security the solidarity of the family fails. This is perhaps the chief point of the book. NELS ANDERSON
Seth Low Junior College, Brooklyn

The New Year Book

SOCIAL WORK YEAR BOOK, 1933, *edited by Fred S. Hall. Russell Sage Foundation. 680 pp. Price $4 postpaid of The Survey.*

FATTER by some eighty pages than its 1929 predecessor, richer by the extension of its subject matter into more fields closely related to social work, and handier by the addition of an index and by clarifying typographical devices, the second issue of this indispensable reference volume comes at a time when its information, combining present status with solid background, is of increasing usefulness to a steadily widening public. The 171 signed topical articles bear down less on history and on the course of events since 1929 than on the situation as it exists in 1933. A considerable number of articles such as Education and Social Work and Law and Social Work serve to define relationships, while articles such as those on Behavior Problems and on Social Planning serve to tie together a variety of related interests. New and useful features in the volume are the directory of state public agencies, the classification of topical articles into thirteen subject groups and an index which is a boon to the hurried seeker after information. Survey Associates, we are happy to note, is included as a national research agency.

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COMMUNICATIONS

How to Get Professional Books

To the Editor: I am writing in the hope that you may be able to help me in the solution of a problem which I suspect may be quite general among social workers working alone in rural or semi-rural communities. The problem is how to get books—recent ones—on sociology, social work, education, mental hygiene and the like that one wants and needs to read and yet cannot afford to buy. I have been accustomed to working in communities where professional books were accessible through school and public libraries, and I very much miss being able to get hold of professional books other than those I am able to buy.

I believe there is a National Health Library that provides circulating library service for health workers. Is there such a library service for social workers? If not, wouldn't it be possible to establish something of the kind, charging a fee and postage to the borrower and putting it on such a basis that it would be a good business proposition as well as a great help to social workers? I shall appreciate any information you may be able to give me on this subject.

Sela M. Cheney
School Social Worker, U. S. Indian School, Mt. Pleasant, Michigan

[If our correspondent will communicate with the Michigan State Library, Lansing, Mary E. Frankhauser librarian, she will receive full information on its service to readers through individual loans of books, magazines and pamphlets to any reasonable number, and through traveling libraries varying from ten to fifty volumes on selected subjects. Any resident of the state may borrow by filing an application card and by payment of carrying charges. "We are constantly sending out books of the kind mentioned by Miss Cheney."

Although at the present time state libraries are being forced to curtail their activities, a considerable majority of the states, either through their state libraries or their universities, continue to offer a lending service to adults. The American Library Association, 520 North Michigan Avenue, Chicago, has available a sixteen-page memorandum, State Book Service Facilities, which gives full information, state by state. It will be sent on request, but it would be a good idea to enclose postage.

So far as The Survey has been able to discover there is no general country-wide lending service to people in small or rural communities but there are a good many places where social workers can borrow professional books under special circumstances.

The University Extension Division of the University of Wisconsin, Madison, has an extensive loan-package library which includes not only books but the latest pamphlets, magazine and newspaper material, typed excerpts from books and so on, on any subject of public, civic or educational importance. Because of a large demand from alumni this service is frequently extended into states without such facilities. Almere L. Scott, director of the department of debating and public discussion, will answer inquiries. Most state universities with extension departments offer a similar service.

Bertha F. Hulseman of the Russell Sage Foundation Library, 130 East 22 Street, New York, says: "To date the library has not felt that it could attempt a mail lending service, though readily acknowledging the need of it. In a few instances we have sent books by mail to individual borrowers and more often to libraries for the use of certain of their borrowers."

Ethel Wigmore of the National Health Library, 450 Seventh Avenue, New York, says: "Members of any of the seven national health organizations which support this library may borrow books at the cost of wrapping, transportation and insurance. The same service is open to non-members at a fee of $2 a year. We are always glad to extend to all libraries the courtesy of an inter-library loan. Your correspondent might borrow books from us by applying to her local library for such a loan. Our books are pretty closely limited to the health field, in its broadest aspects of course, though in some instances, as in mental hygiene, they impinge on social welfare."

The Child Welfare League of America, 130 East 22 Street, New York, lends books to its member agencies. The Elizabeth McCormick Memorial Fund, Mary W. Taylor librarian, 848 North Dearborn Street, Chicago, will lend books and special material on child welfare.

The Methodist Federation of Social Service, Room 804, 150 Fifth Avenue, New York, has a considerable library on social and economic subjects which it lends to its members (annual dues $1) and occasionally to others, for carrying charges. It will send its list on request.

The general advice of the American Library Association to the yearner after special books is to apply to his local library if he has one, to request special service from the state library agency. If no local library exists, apply directly to the state library or to the state university. In the event of a complete impasse consult the American Library Association in Chicago. In any case, request material well in advance of the time it is needed for the wheels are sometimes slow in turning.—The Editors.]

Speaking of Sin

To the Editor: I do not agree with G. S. on the subject of his or her article under the caption Are Relief Workers Policemen? While it would be a colossal job for a case worker to undertake the making over of morals, unless we make some effort to do so in all cases contacted we are practically giving our approval to a condition which is bound to grow worse and which, in all cases, will react upon the children in the family. To ignore such a condition in families is to tacitly approve. Not only will the delinquent seem to have secured the approval of society but, in addition, acquaintances and neighbors will be encouraged "to go and do likewise." When it has come to the knowledge of a case worker that the mother of a family is living in sin with a man not her husband and in her home, drastic action should be taken either to remove the man from the home or the children from a bad environment.

Philadelphia A Worker

The Client's Car

To the Editor: I have read the article entitled When Your Client Has a Car in the March Midmonthly Survey with a great deal of interest. And I think it is very well done. I thought you might be interested to know that I heard of a case (in a western state) where the good ladies at the church were so indignant with the relief organization for refusing relief to a man who had one of those characteristic battered Fords which he used to haul in wood from the hills for sale, that they espoused his cause and worked up some business for him among their own membership. So the laity reacts sometimes in one way and sometimes in another to this difficult question. I shall look forward to the later articles in the series with interest.

Mary C. Burnett
Head, Department of Social Work, Carnegie Institute of Technology, Pittsburgh

From an Emergency Worker

To the Editor: Since I am one of the many hundreds who have been drafted in to emergency relief work without much training, I would like to express my joy concerning the new series of articles dealing with "the new problems." As hard as one may try, such things as owning a car, political affiliations, and detective duty cannot be considered less than "problems." And so often the solving has been very difficult. It will be not only helpful but healthy to see how, why and *that* others are meeting the same circumstances. I find that after reading a copy of The Survey, I am more intelligently trying to help my clients see their situation, and mine.

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I was very interested in the letter from L. W. Tostevin [March Midmonthly Survey, page 132] in regard to community discussion groups. The need for just such a thing has long been apparent. In a large city such as Chicago small groups seem practically out of the question. However, we do have a well-organized group of people calling themselves "Communists," and the organization is called "The Council of the Unemployed," and another group calling themselves "Socialists," or "The Workers' Committee." Both of these organizations are mainly interested in real or imagined problems in relation to the unemployed and the relief organization. These groups have been organized, in the main, from within the community, and have been of strong emotional flavor. Many people decry these organizations, but so far, nothing has been done to counteract them which might be called at all progressive.

As usual the main item is to find a leader. It seems to me that a really worth while and lasting thing should grow out of an effort to have forums, call them "Understanding Forums," through which the present world and local situations might be as intelligently as possible, discussed. Perhaps this is only an idle dream, but "of such stuff is the world made." N. H. W.
Chicago, Ill.

Why Civilization Fails

To the Editor: In the April number of The Survey, the article on Social Workers in a Changing World, page 148, says: "Problems which must be dealt with on many fronts. Social service organizations are the 'residuary legatees' of the failure of our civilization to function as it ought."

Is there anyone now who tries to honestly reason out why our civilization fails to function as it ought? It seems to me that most people have lost sight of the supreme Power and fail to give God, who is the maker of all things, any consideration. As long as this condition exists, our country will never return to normal, but will keep going down until it is utterly destroyed by the self-sufficient greed and selfishness of our people. T. L. Jones
St. Louis, Missouri

The Price of Idle Schools

To the Editor: In the frantic worry these days concerning the wherewithal to buy food, many Americans have forgotten that other kind of food, mental nourishment, commonly called knowledge or education. We parents in Florida have turned our thoughts to this mental food many times in recent weeks, ever since the announcement was made that the school year would end, for grammar schools, on April 21, for highschools on May 19.

Parents, headed by the P.T.A., made a thorough investigation. The families who travel northward each summer planned a long vacation. When the merchants realized what this early northern migration of tourists would mean to them, they learned that education does not concern parents only. An open schoolhouse or a closed one became an important question to every man and woman in the state.

Supervisors and principals patiently gave facts and figures. The whole problem was promptly laid at the taxpayers' door. Only about one third of the income supporting our schools has been collected. Much of this lies in idle automobiles which stand, unused, in garages because their owners cannot *earn* money to buy license tags. One third of the funds from that source go to our schools.

In 1929 two cents of the gasolene tax was diverted to the schools. In 1931 that was changed and given to the road department. Now the question becomes, is it more important to build roads or to educate our children? Florida has had a good tourist season. It has been nothing like the boom days of 1925 of course. Out-of-the-state licenses are as plentiful down here as snow up North. Travel has been brisk and travel means gasolene. Then why not give our schools a part of the gasolene tax, we ask?

Rumbles are heard of a possible increase in juvenile delinquency, of a greater need for reformatories. Every thinking person knows that these are the natural results of neglected education. Our state legislature met in April beginning too late to change the program for this school year. But surely plans may be laid for a full term next year.

There are dire predictions of a three-to-five-month term next year. They tell us a full term next year means cheaper teachers. That might be a worse calamity than shortening the term. Already our teachers have cheerfully accepted two 10 percent salary cuts. Our present staff must be retained intact and no item of the curriculum sacrificed. But how—where will the money come from?

The problem the state of Florida faces today may tomorrow face every one of her sister states. It is a national problem, this strict maintenance of the splendid public-school system. Food for the mind as well as the body is one of life's necessities, especially among our children. One cannot thrive without the other. Time can never be regained for them. Jessie R. McAllister
Daytona Beach, Florida

Shoddy Schools

To the Editor: The recent earthquake has shown the people of California the need of becoming earthquake-conscious as are the people of Japan where school children are frequently put through earthquake drills. We must recognize that we are living in a definite quake area; we must see to it that in the future our buildings are so well constructed that they will withstand major shocks.

No set of buildings seemed to suffer so tragically as did the schools and in comparison with many other buildings they failed wretchedly to withstand the severe tremors. Charges of graft have been made by taxpayers' organizations and the district attorney has begun an investigation into school-building in Los Angeles County. Mr. Vandegrift, state director of finance, believes that faulty construction is responsible for the condition in which the school buildings find themselves. He says, "In one school a column supposed to be a strength column was filled with broken brick and mortar. In another a brick school was reduced to utter ruin. Twenty-five feet away was a reinforced concrete building which was hardly damaged at all." Mr. Vandegrift believes that if the quake had occurred four hours earlier ten thousand children might have perished.

Many of the buildings which went down so easily were constructed during the boom years of 1923 and 1924 when the population in Southern California grew so rapidly that it was almost impossible to erect buildings fast enough to meet the expanding needs of the school population. Bond issues were floated and by the time the schools were built new ones were needed. Usually the money voted was insufficient to provide for Class A or B structures. The buildings were put up at a time when labor and material costs were high and when most citizens were too busy making money to devote time to public matters.

According to Colonel Carlos W. Huntington, state registrar of contractors and director of the Department of Professional and Vocational Standards, flimsy construction and the use of improper materials were responsible for much of the damage that followed the earthquake. Intense competition forced the successful bidders to use poor material. Money was stretched to the point where the lives of our pupils have been endangered. If private contractors are not able to construct the type of schools which Southern California needs they should be publicly constructed and the public should be willing to pay what it costs to build Class A buildings.

It is now recognized that safety has been sacrificed to beauty in the erection of school buildings. Arch and dome, tower and pediments and statuary were freely used and these are a real danger to life during a heavy quake. Schools will no longer be constructed to impress Easterners with the wealth of southern California nor to advance some subdivision scheme by which promoters may become rich. From now on the health and safety of our school children will receive paramount consideration.

Beirer Robinson
Instructor in Sociology, Woodrow Wilson High School, Long Beach, California

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GOSSIP: of People and Things

Welcome, J. C. C.

A NEW name flies this month on The Survey's masthead, Joanna C. Colcord having joined the good company of contributing editors, thereby becoming in name what she has long been in fact. The department, Unemployment and Community Action, edited by Miss Colcord and Russell H. Kurtz, her associate in the Charity Organization Department of the Russell Sage Foundation, is a contribution known to all Survey readers. What only this office knows is her continuous and generous contribution of ideas, criticism and counsel of which her name on the masthead is but slight acknowledgment.

"Now don't forget," said the Chicago case worker to the volunteer (according to Helen Cody Baker), "to specify cod-liver oil for the Caesarian babies." "But why," queried the 100 percenter volunteer, "Why should the Caesarian babies get cod-liver oil and not the American babies?"

EDWARD D. LYNDE, wheelhorse of family welfare work in Cleveland for the past ten years, has resigned as secretary of the Associated Charities to accept appointment as assistant general director of the Family Welfare Association of America, with headquarters in New York. Stockton Raymond succeeds him in Cleveland. The FWAA has reorganized its titles so that Linton B. Swift is now yclept General Director with Mr. Lynde assistant GD for administration, and Margaret Rich assistant GD for education.

ON account of uncertain conditions the Ohio Public Health Association has called off all its usual spring conferences with the confident expectation that they will be held in the fall.

GOOD news for everybody concerned with the effective organization of state relief administration is the appointment of Ray C. Branion as executive secretary of the California State Relief Commission of which Archbishop Hanna of San Francisco is chairman. This commission is directly responsible to the governor and completely skirts the State Department of Social Welfare, Rheba C. Splivalo, director. Mr. Branion has behind him experience with the New York Charity Organization Society, the Red Cross, work for the handicapped and so on, as well as his recent notable performance in Santa Barbara with the late President's Commission on Unemployment.

NORTH, East and West shared with the South its regret at the recent death of Prof. Eugene Cunningham Branson, economist, sociologist, teacher and author, for the past twenty years head of the department of rural social economics at the University of North Carolina.

AFTER prayerful consideration and a little questionnairing the Association of Community Chests and Councils has decided that its two summer institutes, Blue Ridge and Great Lakes, are too valuable to let slip. They will both be held the week of July 24–29. At Blue Ridge, N. C., the topic will be The Socialization of Community Forces, and at College Camp, Wis., The Trends in Social Work. Both topics will be organized in advance by special committees. Details from the Association, 420 Lexington Avenue, New York.

A REFRACTORY budget has obliged the Massachusetts Society for Mental Hygiene regretfully to accept the resignation of Caroline Gordon, for nearly two years its executive.

PORTER R. LEE, director of the New York School of Social Work has been appointed acting director of the Department of General Work of the New York Charity Organization Society to remain in that capacity, dividing his time with the school, until some permanent plan of administration for the society as a whole has been worked out. This department of the C.O.S. includes the family work, through its district offices, the central administration office, the tenement-house committee and a number of other activities. Mr. Lee is still the director of the School of Social Work and will remain so.

THE Golden Rule Foundation, which champions the forgotten and destitute mother as an object of Mother's Day sentiment, had more than five hundred entries in its contest, open to highschool students, for the "best original tribute to mother in poetry, prose or song."

Barter Offer

USED baby carriage and dining-room sideboard for good manure, wood or anything edible.—*Anderson, S. C., Daily Mail.*

IN spite of hard times sight-saving classes are holding their own in the educational systems of 119 communities throughout the country. To prepare teachers and supervisors for this work the National Society for the Prevention of Blindness will offer training courses during the summer at Western Reserve University, Cleveland; University College, University of Chicago; Teachers College, New York, and, probably, State Teachers College, Buffalo. For dates and details query the Society, 450 Seventh Avenue, New York.

HOWARD P. JONES, a valued contributor to the pages of The Survey, is now editor of The National Municipal Review of which he has been for some time a department editor.

SPEAKING of initials as we did at great length last month, we rise to commend the Pennsylvanians who have made their initials spell something. Trippingly from the tongue falls SERB, meaning the State Emergency Relief Board.

MARIAN Perkins, recently with the Couzens Foundation in Detroit, is now executive of the Tuckahoe-Bronxville Family Society, New York.

THE "Chicago Group" of organizations working actively in the field of government and housed in neighborly fashion at 850 East 58 Street, has a new accession in the Public Administration Service, a reorganization of the old Municipal Administration Service which since 1926 has served public officials, research agencies and others concerned with government. Charles S. Ascher is the new director.

THE New York State Department of Labor which proudly, but withal regretfully, yielded Frances Perkins to the President's cabinet, has as its new commissioner Elmer F. Andrews of New York City, since 1930 Miss Perkins' deputy and since her translation to higher places, the acting commissioner. Mr. Andrews is an engineer by profession, without political entanglements, trained and experienced in the skills demanded by his new responsibilities.

The Little Cabinet

THOSE who believe, like The Survey, that the government should be for as well as by human beings, had their hopes lifted by the first crop of appointments to the "little Cabinet" in Washington, especially to those bureaus with which the concerns of social work are allied.

The first good news, right after inauguration, was the appointment of RAYMOND MOLEY of Columbia to be assistant secretary of state. Then that SANFORD BATES is to remain head of the Prison Bureau in the Department of Justice, thus assuring the continuance and consolidation of the progressive practices and policies he set going on his appointment by President Hoover four years ago.

It was a sharp break with what might be called the Fall regime in the Department of the Interior, with forces which had had a pretty free hand in exploiting wards of the government, when President Hoover appointed to the head of the Indian Bureau two outstanding and disinterested Philadelphians, leaders in the wartime work of the Quakers—Charles J. Rhoads as commissioner, J. Henry Scattergood as assistant commissioner. Hopes were entertained that the non-political status of the Bureau might be underscored by the continuance of their able administration which has brought the Indian Service to new estate along social and educational lines. President Roosevelt, however, in the face of a politically strong drive for a candidate identified with the discredited earlier regime, has swung the pendulum further over in appointing as commissioner an ardent champion of the cause of the Indians—JOHN COLLIER, executive secretary of the American Indian Defence Association. Interestingly enough, The Survey brought out Mr. Collier's first article challenging the old abuses in the Indian administration; and has repeatedly handled his arresting findings.

Said The New York Sun of the Collier appointment: "For twenty years he has fought [for the Indian] courageously and uncompromisingly. Politically he is a rank outsider. All the winds of patronage were set dead against him. Yet here he is slipping in under the tepee." Of the job itself Secretary Ickes of the Department of the Interior said: "The commissioner ought to be the representative of the Indians themselves in the Department of the Interior. He should be their advocate, fighting for their interests and pleading their cause." So, there was John Collier. Commissioner Collier's own conception of his task is "to bring about liberty and positive opportunity for the Indians without an undiminished responsibility by the United States for their welfare."

If further assurance were needed of the

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quality of the new administration of the Indian Bureau it is found in the appointment of NATHAN MARGOLD of New York as solicitor of the Department of the Interior with responsibility for the legal aspects of Indian affairs as well as for national parks, public lands, reclamation projects and so on. Mr. Margold is a conservationist by conviction and a lawyer of ability and experience who has had much to do with the legal affairs of Indians, succeeding the late Louis Marshall as volunteer counsellor to the Pueblo tribes and recently acting as chairman of the Indian Affairs Committee of the American Civil Liberties Union.

DANIEL W. MACCORMACK of New York, the new commissioner-general of immigration is a banker by trade, a Scotsman by birth and a Catholic by faith, who after the war helped to rehabilitate the finances of Persia and represented that country at the League of Nations. People who know him well say that he is temperamentally liberal and tolerant.

Half a dozen other appointments, some of them temporary, add further encouraging color to the Washington scene. MARY LADAME, long on the staff of the Department of Industrial Studies of the Russell Sage Foundation, has a desk in the Department of Labor though if she has a title we haven't heard it. ROBERT FECHNER of Boston, director of the Civilian Conservation Corps, has been identified with organized labor for thirty-five years. He is vice-president of the International Association of Machinists and a frequent lecturer on problems of labor and industry at Harvard and at Dartmouth. At his right hand is W. FRANK PERSONS, borrowed for two months from the American Public Welfare Association to organize the difficult business of recruiting men for the forestry camps, a task in which he was assisted for a hectic fortnight by ARTHUR DUNHAM of the Public Charities Association of Pennsylvania.

THE Family Welfare Society of Bridgeport, Conn., has a new general secretary in Margaret Warner and a new case supervisor in Dorothy Stockham, both products of the New York School of Social Work.

THE New Jersey Children's Home Society, Trenton, has a new superintendent, C. Lester Greer, drafted for the job after six years as supervisor of the older boys' division of the Illinois Children's Home and Aid Society.

THE Social Work Publicity Council, 130 East 22 Street, New York, has available reprints of two papers which drew more than passing attention at the Philadelphia meeting of the National Conference. They are, Creative Writing for Social Work, by Viola Paradise (15 cents), and What Shall We Tell the Public? by Arch Mandel (10 cents).

JAMES L. Fieser has just rounded out his twentieth year with the American Red Cross during which time he has lent a helping hand to the victims of more than a thousand disasters, major and minor, and has seen practically every section of the country, under, he says, the worst possible conditions.

JUNE 1 is the deadline for filing applications for the 1933-34 scholarship in health education which the Massachusetts Institute of Technology is again offering to public health nurses. As in previous years the National Organization for Public Health Nursing will select and recommend candidates. Application blanks from that organization, 450 Seventh Avenue, New York.

HORNELL Hart has resigned the chair of social economics at Bryn Mawr College and will next fall go to Hartford Seminary as professor of social ethics.

The Californians

THE Los Angeles Council of Social Agencies reports a new president, Rev. Harry Beal, dean of St. Paul's Cathedral, who has succeeded Mrs. George Herbert Clark. . . . Ellenor L. Lynch recently with the nursing service of the New York State Health Department, has succeeded the late Daisy M. Gould on the staff of the Pasadena Preventorium. . . . Evelyn Rauch, formerly with the Los Angeles Travelers Aid, is now on the staff of the Santa Barbara County Welfare Department. . . . Social work has reclaimed Phileta Fitzgerald, once identified with children's work in the state, but for several years a lady of leisure. She is now administrative assistant in the California State Department of Social Welfare. . . . Sidney McQuire, for sixteen years executive secretary of the Los Angeles Tuberculosis and Health Association, died recently.

THE American Red Cross announces nine first-aid and life-saving institutes in various parts of the country during the last half of June. Courses are divided into standard, advanced and special, the last including pageantry and waterfront leadership. Places, dates and so on from H. F. Enlows, American Red Cross, Washington, D. C.

NOT to lose the long experience of Charles H. Johnson, for many years New York State commissioner of social welfare, Governor Lehman has appointed him to the vacancy in the State Welfare Board created by the death of Dr. George David Stewart. Irene H. Meyer of Buffalo is another new member in the place left vacant when David C. Adie was appointed commissioner.

STANFORD University has its president back, Dr. Ray Lyman Wilbur having returned to active duty after time out to serve as secretary of the interior in the Hoover cabinet.

MATTIE M. Washburn, for thirteen years a supervising nurse on the staff of the Division of Public Health Nursing of the New York State Department of Health, has been promoted to assistant director of the division.

DR. John C. Faries, for fifteen years director of the Institute for the Crippled and Disabled in New York, has resigned. He is succeeded by Col. John N. Smith, West Point graduate and business executive.

FOR thirty-two years Martha J. Megee, who died recently in Harrisburg, Pa., pioneered in social work. Hers was the first district office of the old Philadelphia Society for Organizing Charity when Mary E. Richmond was its secretary. Nine years later she was pioneering again as director of the Social Service Department of the Pennsylvania Hospital. The war years found her with the Red Cross breaking new ground in civilian relief and in the after-care of disabled soldiers. After three years of comparative calm with the Pennsylvania Children's Aid Society she was drafted by Dr. Ellen C. Potter, then state secretary of welfare, to blaze humane new paths in public poor relief. From 1923 on she was director of the Bureau of Assistance in the Department of Welfare, always battling, aflame with righteous indignation, for better treatment for the old, the feeble and the ill in county institutions. A former member of her staff hearing of her death wrote: "What a gay place Heaven is today with so many old and forlorn people—no longer old and forlorn—out to greet their friend."

NEWSPAPER correspondents in Washington to whom Madam Secretary Perkins has been pay-dirt in the way of copy, made a big to-do when, soon after she took over the Labor Department, the girl employes all blossomed out in smocks. "Miss Perkins," said the Associated Press, "recently wrote an article, The Cost of a Five-Dollar Dress, and the girls gathered that bargain dresses were not pleasing to her eye. Hence the all-enveloping smocks." The article, Mr. A. P., since you didn't seem to know it, was published in Survey Graphic in February.

Still speaking of the Madam Secretary, as a lot of people are these days, the New York School of Social Work adds its we-knew-her-when note. In 1909-10 she was a student at the school—then the School of Philanthropy—and wrote a thesis, still in the files, on Malnutrition Among School Children. And a pretty good thesis it was, say those who have seen it. One of her courses was Efficiency and Relief, which ought to be coming in handy just how.

P.S. She got an A in it.

The Twain Meet

THE Community Council of Philadelphia and the Pennsylvania School of Social Work have established a cooperative affiliation, now effective, including an interchange of staffs and a joint use of offices. The research department of the Council, directed by Ewan Clague, will henceforth be conducted by the School under the auspices of a committee representing both agencies. Similarly Elizabeth McCord, case consultant of the Council, has charge of the extension department of the School carrying on with a joint committee of School and Council a program of training for employed workers and of education in social work for board members, volunteers and others interested. The administration of the joint project is entrusted to Karl de Schweinitz, executive secretary of the Council who also becomes director of the School. Kenneth L. M. Pray, hitherto director, becomes dean, responsible for educational policies and activities. Each organization keeps its separate corporate entity. The Council will continue to stress social planning, conducting independently the annual conference, the section for the care of the aged, the Health League and various enterprises in community planning and action as indicated from time to time. In the fields of research and of adult education where the interests of the two agencies coincide there will be joint action with the School as the administrative unit.

This reorganization, the logical development of three years of close cooperation between the two organizations, should mean, the Philadelphians say, more economical and effective operation of both.

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